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# Report on the Administration of the Trust Territory of the Pacific Islands by the United States to the United Nations

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1952

# Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1951, to June 30, 1952

## Transmitted by the United States to the United Nations Pursuant to Article 88 of the Charter of the United Nations

OFFICE OF TERRITORIES
UNITED STATES DEPARTMENT OF THE INTERIOR
WASHINGTON, D. C.

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# Foreword

AT THE BEGINNING of the year covered by this report the administration of the Trust Territory of the Pacific Islands was transferred to the Department of the Interior. Advance planning enabled the transfer from the Department of the Navy to take place smoothly with virtually no interruption in governmental services. The new staff members, part of whom were recruited prior to July 1, 1951, have adjusted admirably to their responsibilities.

With the transfer, revised administrative procedures were established. New areas of responsibility and authority for the High Commissioner, his staff, and district administrators were defined. A personnel manual was published for the guidance of supervisors in their conduct of a proper personnel administration. Prompt steps were taken to institute adequate fiscal procedures and an accounting system was installed to provide for the integrated control of both local revenues and the funds appropriated by the administering authority.

Political growth and competence has continued to be shown by the elected and appointed indigenous officials of the trust territory in local and district government and in the meetings of district advisory bodies. A new district advisory body, the Ponape Congress, was chartered and held its first meeting during the year. In the local governments throughout the trust territory, five additional magistrates were selected by elective processes. Eighty-six of the 117 magistrates are now elected.

The judicial structure has been revised to include a high court, which consists of both a trial division and an appellate division; a district court in each district; and a community court for each municipality. The judges of all courts except the high court are Micronesians, as are all clerks of courts.

With the transfer, new systems of air and surface transportation were established under operation of private companies by contract with the government of the trust territory. Experience in the operation of these systems has shown that changes are needed. Accordingly, a comprehensive transportation study of the surface transportation has been made and the recommendations resulting therefrom are being put into effect as rapidly as possible. Two schooner-type ships have been placed in operation within two of the districts as replacement for the former Navy motor vessels. It is planned to replace all of these motor vessels with schooners to provide less expensive and more efficient intradistrict service and to augment interdistrict and export shipping services by the addition of a second large cargo vessel.

The economic situation of the trust territory has remained at a satisfactory level during the year. The world price for copra was low but increased toward the end of the year. The copra stabilization fund was utilized to cushion the drop in copra prices and has justified its establishment.

Work was continued on the experimental and development projects relating to copra, coffee and cacao, boats, and bee raising. In March 1952, an economic development board was organized within the territorial government to assist with the development of these projects which up to that time had been the responsibility of the Island Trading Co.

A new contract was negotiated for the conduct of phosphate mining on Angaur Island. The financial provisions of this contract, as well as its requirements for backfilling, will ensure continuation of this mining to the advantage of the Angaurese and the trust territory.

Policies and procedures for the return of land to prewar owners have been formulated and a land and claims office established. This office plans to recruit and train two teams which will survey and apportion unused lands for homesteading and will investigate and assist the Micronesians in formalizing their land claims. It is anticipated that the majority of the land claims can be settled within approximately 2 years after the recruitment and training of the teams has been completed.

Plans have been made for the establishment of an agricultural extension service in each district. An agriculturalist will be assigned to each district and will teach in the school system in addition to performing agricultural extension work. Commercial advisers for each district are being recruited in order to aid the Micronesians in the organization and operation of commercial enterprises which will increase the effectiveness of the production and distribution of island products. Special attention will be given to the organization of cooperatives.

A continuing check is being made on factors affecting Micronesian costs of living at district centers with the primary objective of ensuring that pay scales of Micronesian employees of the government are consonant with living costs and the income of the self-employed.

New construction has taken place in the trust territory hospitals. A new psychiatric unit was constructed at Saipan to provide a modern well-equipped building for the care of mental patients. Its two 8-bed wards will accommodate the more serious psychiatric cases from all parts of the trust territory. An addition to the hospital at Yap is under construction and will provide more adequate tuberculosis facilities. A 20-bed tuberculosis ward at Ponape has been completed.

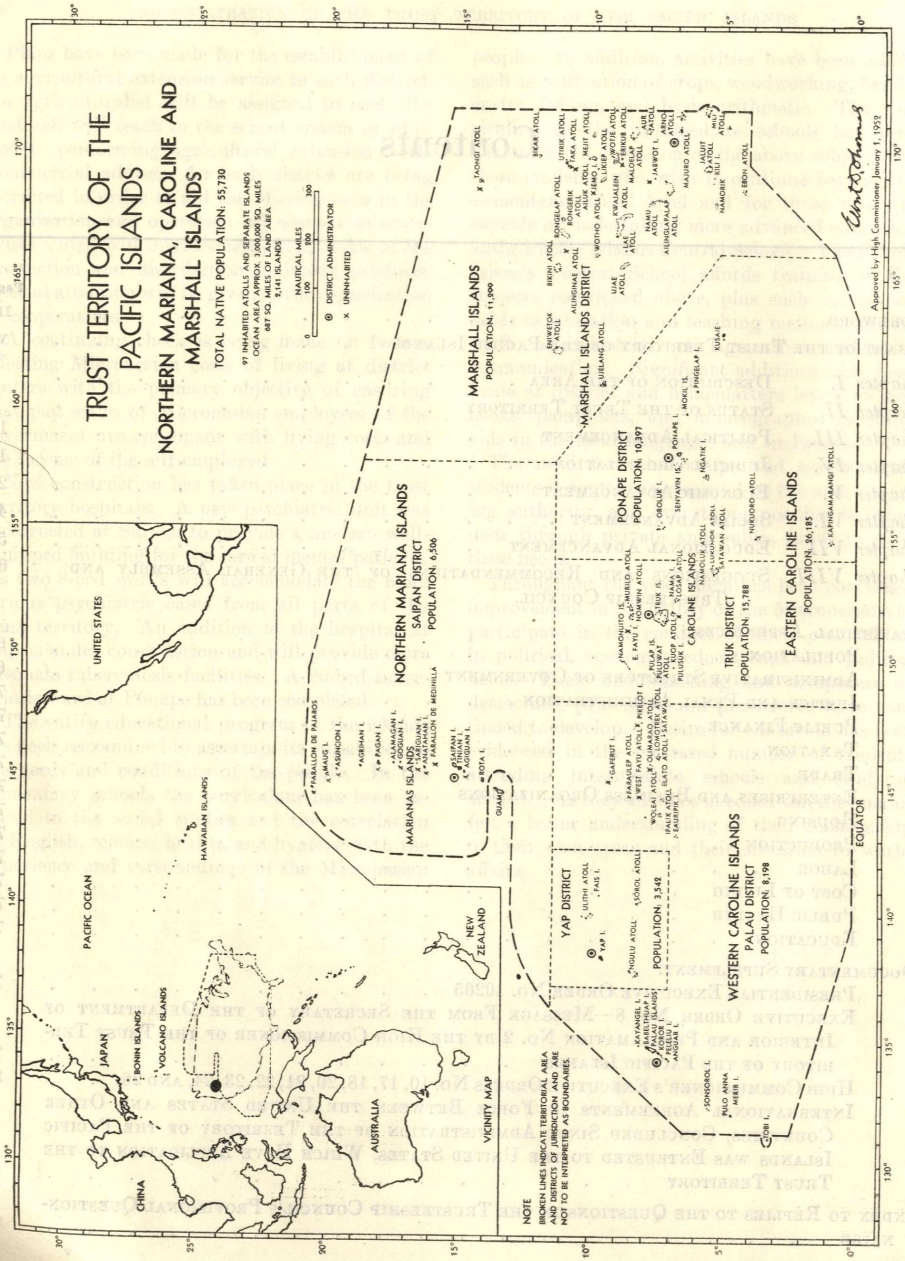
The entire educational program in the islands has been reexamined to ascertain its suitability to the needs and conditions of the people. In the elementary schools the curriculum has been reduced to the social studies and the correlation of English, science, health, and hygiene with the experience and surroundings of the Micronesian people. In addition, activities have been added such as cultivation of crops, woodworking, handicrafts, fishing, and basic arithmetic. The curriculum of the intermediate schools has been devised as an extension of the above subjects for those students who wish to continue beyond the elementary school level and for those who are capable of undertaking more advanced education at the Pacific Islands Central School. The Pacific Islands Central School affords training in the subjects mentioned above, plus such specialized fields as education and teaching methods, handicraft and industrial arts, agriculture and radio communication. Significant additions have been made at district and headquarters levels of new books, pamphlets, and mimeographed teaching aids in the local languages and in English.

The need for scholarships and assistance to students is acutely appreciated by the administering authority, and everything possible is being done through private and public funds to meet these needs.

Throughout the year there has been continued improvement in the ability of the Micronesians to participate in the conduct of their own affairs in political, economic, educational, and judicial fields. Their understanding and acceptance of democratic principles and procedures have continued to develop. Desire for education has been evidenced in the increased number of students attending intermediate schools and studying abroad. As they advance in education they manifest a better understanding of their relationship to their own areas and their situation in world affairs.

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*Chapter I*

# Description of Area

THE TRUST TERRITORY of the Pacific Islands consists of islands and atolls extending from latitude 1° to 20° north and from longitude 130° to 172° east, covering an ocean area of some 3,000,000 square miles, or roughly equivalent to the land area of the continental United States. The approximate extreme east-west distance is 2,700 miles, the north-south distance 1,500 miles.

## PHYSICAL CHARACTERISTICS

The islands can be classified broadly as "high" volcanic or "low" coral islands. Most of the volcanic islands lie in the western part of the trust territory and are the exposed peaks of a submerged volcanic ridge which stretches from Japan southward through the Bonin Islands, the Marianas, Yap, and the Palaus in the Western Carolines to New Guinea. On many of these islands the igneous rock of which they are composed is overlaid with limestone. Eastward of this ridge lies a series of submarine elevations which form the rest of the Carolines and the Marshalls. With the exception of the volcanic outcroppings at Truk, Ponape, and Kusaie in the Caroline group, the islands to the east are of coral formation, mostly in the form of atolls.

## CLIMATE AND WEATHER

The climate of the trust territory is tropical with small seasonal changes. Temperature and barometric pressure are relatively uniform. Throughout most of the area the mean annual temperature averages about 75° to 85° F. with a diurnal range of less 10° F. Humidity is generally high and ranges from an average of 77 percent in the Palaus to 86 percent at Ponape. Visibility is good; fog, haze, and mist are rare. Clouds are mostly of the cumulus type and are regularly present in great numbers.

Weather conditions are subject to great local variation and to rapid change, especially on the high islands. Rainfall is heaviest in the belt between 1°30′ and 8°30′ north latitude, where the average annual precipitation is over 120 inches. On the high islands within this zone the precipitation is considerably greater. On the northern islands and atolls of the Marshall group there is a pronounced dry season during which water scarcity becomes a problem.

The wind systems are influenced by three major factors; the interplay of the trade wind systems of the Northern and Southern Hemispheres, the equatorial low pressure belt, and the monsoon system of the Asia-Australia area. Although local squalls and thunderstorms are frequent during the summer months, the most serious storms to which the area is subject are of the typhoon or tropical cyclone type. These moving storms, with intense cyclonic circulation and winds of hurricane force, can be particularly destructive on the low islands which are vulnerable to high waves. Typhoons may develop in any month but they occur with greatest frequency between July and November. The islands in the southern and western portions of the territory are most subject to destructive typhoons. Truk and the islands to the eastward are relatively free of these disturbances.

## FLORA

The islands, in all areas, are well covered with plants and some of the islands grow small forests. Soil conditions are generally not favorable for agricultural production, but the fairly high rainfall makes tropical vegetation possible. Except on islands which at one time were extensively cleared for cultivation, as in the Marianas, or where land was used for wartime airstrips, as at Kwajalein and Peleliu, the native flora is reasonably intact. The volcanic islands have mangrove association on

the tidal flats, coconut association on the coastal slopes, and mixed forest association on the uplands. On the larger inhabited islands, in prewar days, cultivated fields lay between the coconut trees and the forests. During the war most of these fields were abandoned and today rapid revegetation is taking place. On some of the islands which have both limestone formation and volcanic soil areas there are two distinct types of plant formations: Forests on the limestone area, and grassland, or scrub forests and grasslands on the volcanic soil areas. The coral atolls are predominantly a coconut association. The other plant life on the low islands consists of breadfruit and pandanus trees and plants of a strand character, junglelike in their growth. The lagoons and other shallows of the islands support a marine plant life characteristic of tropical Pacific waters.

## FAUNA

The animals found in the trust territory can be classed in three groups: Endemic, introduced by migrating islanders in the pre-European period, and exotic, those introduced subsequent to the arrival of Europeans. The only land mammal native to the islands is the bat, and even this is not found on some of the low islands. Since the arrival of Europeans, water buffalo, deer, horses, cattle, goats, and cats have been introduced. Harmful reptiles are scarce. There are a few crocodiles in the Palaus and some poisonous sea snakes. Three species of land snakes which have been found are harmless. Lizards, geckos, skinks, sea turtles, and large toads are plentiful. Marine and shore birds, typical of the tropical Pacific, are numerous; land birds are relatively scarce. Insects are exceptionally numerous. It has been estimated that there are 7,000 species of insects of which perhaps 15 percent have been introduced by human beings. About 45 percent of the total types of insects are distributed throughout the islands; the rest are endemic to specific areas. The insects of the area are being studied under the direction of the Pacific Science Board. It is anticipated that within a few years, publications will set forth the results. The tropical waters of the sea, reefs, lagoons, and shore abound in marine fauna. There are bonito, tuna, barracuda, sea bass, sharks, eels, flying fish, porcupine and scorpion fish, octopi, sea slugs, many kinds of crustacea and mollusks, porpoises, and sea cows, and others too numerous to list here.

## SCIENTIFIC INVESTIGATIONS

Scientists, representing many of the branches of the natural and physical sciences, have been engaged to make studies and recommendations as to the use of the natural and human resources of the area. These investigations, which began with the occupation, have been continuously pursued. The administering authority is cooperating with international and national agencies, such as the South Pacific Commission; the scientific agencies of the Department of the Interior; the United States Department of Agriculture; the Pacific Science Board of the National Research Council, assisted in part by grants from the Office of Naval Research; several United States universities, especially the University of Hawaii; and the Territory of Hawaii's Department of Agriculture and Forestry. The authorities of the Bishop Museum, of the Hawaiian Sugar Planters Research Association, and of other scientific organizations have made significant contributions.

## NATURAL RESOURCES AGRICULTURE

Natural resources of the trust territory are relatively meager. Agriculture is a constant struggle against nature since much of the soil is of low fertility, thin and susceptible to erosion. Insect pests, diseases, and weeds are a constant menace to crops; grain or pod crops present difficulties in pollination and curing the seed. These natural limitations have so far restricted agriculture of the area to localized subsistence gardening, which produces a fair range of root, fruit crops, and copra. Agricultural production is greater on the high islands than on the low.

On the low islands the people grow tree crops of breadfruit, pandanus, coconut, papaya, and banana, and root crops of arrowroot and taro; they gather fish and shellfish and raise their own pigs, chickens, and ducks. On the high islands less emphasis is given to marine products and additional food crops are grown: Yams, sweetpotatoes, manioc, sugarcane, squash, melons, beans, citrus fruits, corn, and pineapples. On certain high islands, a tropical version of commercial agriculture appears feasible, but such a program must be pursued with agricultural methods suitable to the area.



## METHODS OF CULTIVATION

Deep plowing and careless cultivation would result in the loosening of the soil to such an extent that its fertility would be lost. For this reason power machine cultivation could be economically disastrous. The agricultural well being of the islands will be further advanced by improving native experience and estabiished practices rather than by the use of foreign methods without careful study and modification to Micronesian conditions. Patience with old methods and appreciation of the destructive effects of the war will, in the long run, be more beneficial than the general adoption of "improved" or "modern" methods which should be made after proving the need for them and after the people have been led to use the new methods as a result of demonstration and education.

## LIVESTOCK

Indigenous livestock is nonexistent and the numbers of introduced livestock are not great. Cattle, pigs, goats, chickens, and ducks were introduced to many of the islands by early explorers and traders, but they never became plentiful and were seriously depleted in numbers during the course of World War II military operations. Cattle, hogs, and poultry are being brought in from the United States and other countries.

## FORESTS

Forest resources are almost nonexistent on the low coral islands. Substantial stands of timber exist on some of the higher islands and, with care in utilization, it is believed that the territory can supply much of its own need for lumber, with a possible export surplus of certain types. Copra, or dried coconut, has been the traditional export of the area. During the war, the number of coconut trees decreased on many islands because of military activities and recently the inroads of coconut beetles have caused additional destruction. Thousands of new coconut trees have been planted.

## MINERALS

The mineral resources of the trust territory are few and generally of inferior quality. Phosphate, bauxite, and manganese are the minerals which at one time or another have been extracted in commercial quantities. Iron, copper, nickel, and limonite have been found on some of the high islands but are of doubtful economic importance at this time.

## FISH

The marine resources are adequate for subsistence fishing. It is possible that in some areas profitable commercial fishing may be developed in the future.

## ADMINISTRATION DIVISIONS

The trust teritory is divided for administrative purposes into six districts: Palau and Yap in the Western Carolines, Truk and Ponape in the Eastern Carolines, the Marshalls, and the Northern Marianas. The headquarters of the above districts are located respectively at Koror, Yap, Truk, Ponape, Majuro, and Saipan. The office of the High Commissioner of the Trust Territory of the Pacific Islands is located temporarily at Honolulu, Hawaii. Many administrative departments and the judiciary maintain field headquarters within the trust territory. Examples are public health, public works, land claims, fiscal and supply. A liaison office is maintained on Guam, attached to it are transportation and communication officers.

## POPULATION

The indigenous population of the trust territory on June 30, 1952, was 57,037. Three-fifths of the population live on the six principal island units: Saipan, the Palaus, Yap, Truk, Ponape, and Majuro; the other two-fifths are widely scattered. Many of the isolated islands and atolls are inhabited by only a few people and many more smaller islands are uninhabited. Population density is greatest on the low islands. There are no incorporated cities or towns in the trust territory. With the exception of well-defined communities on Saipan, Koror and Ponape, most of the people live in small settlements and farmsteads.

## RACE

The inhabitants of the trust territory are broadly classed as Micronesians; that is, people of the tiny islands. They are divided into a number of regional and local groupings and differ more or less widely in physical characteristics, language and customs.

The Micronesians, like other Pacific peoples, have ancestral strains of Mongoloid, Caucasoid and, to a limited extent, Negroid and Australoid racial types. The strains are in different combinations for the Micronesians than for the Polynesians, Melanesians and the peoples of the Philippines and of Malaya. The Micronesian stock is characterized by medium stature, brown skin, and straight to wavy hair; Mongoloid features are more pronounced in the people of the west and central areas; Australoid characteristics are encountered in the southwest islands; Polynesian types occur in many of the low island groups and especially around Truk and Ponape. The inhabitants of the islands of Nukuoro and Kapingamarangi in the southernmost Eastern Carolines are Polynesians. The Chamorros in the Marianas are a racial blend akin to peoples of Malaya and the Philippines and represent a distinct ethnic group in contrast to the other Micronesians.

## SOCIAL STRUCTURE

Within the framework of the communal life which exists in the territory and which gives the outward appearance of extreme simplicity, complex patterns of individual and group relationships exist which are fully as intricate as those found in metropolitan society. These social patterns vary with the locality. In small hamlets the people are linked by kinship and by neighborhood relationships. A scattered group of such hamlets may have traditional ties which approximate those of a village community. Larger, more diversified settlements are joined in subdistrict and district organizations. The most pervasive type of kinship ties in the island societies, apart from local family organization, is that associated with clans of the matrilineal type. There is a strong tradition of hereditary class structure with the rule of hereditary chiefs or nobles tempered by councils of family heads or elders. Social distinctions based on family, clan, age, seniority, or achieved position are strictly observed.

## CULTURE

The native cultures of Micronesia vary markedly among island groups and even among islands and atolls in the same geographic area. This cultural variation is further complicated by differing degrees of acculturation acquired from contacts with Spaniards, Germans, Japanese, and Americans. Certain similar characteristics exist such as those resulting from proximity to the sea, specialized skills in the use of common local materials, cults of ancestors, and complex class distinctions under hereditary chiefs. Cultural differences far outweigh these similarities, however.

## LANGUAGE

The greatest disparity among the Micronesians exists in language. Although all the island languages are Malayo-Polynesian, nine individual languages are spoken within the territory and most of these are subdivided into distinctive local dialects.

## RELIGION

Originally religion was an added source of difference and although most of the islanders have accepted Christianity, the remnants of endemic customs and motivations persist in many areas and condition the extent and manner of the adoption of Christianity. When the geographical factor of the great distances between the islands is considered in conjunction with the cultural and linguistic differences of the area, the ethnocentricity of the people appears as the chief problem in the political, social, and economic adjustment of the territory to the modern world.

## PREHISTORY

The prehistory of Micronesia is largely a matter of conjecture. It is probable that these islands were settled by canoe-voyaging immigrants who came from the marginal islands of Malaysia before the Christian era or at least several hundred years before the coming of Europeans. The regional differences in racial and cultural characteristics suggest a number of migrations. The islanders themselves have no clear records of these movements. There is some evidence available for partial reconstruction of the past in prehistoric remains which still survive, notably on Ponape, Kusaie, and Tinian.



## EXPLORATION

The first European voyage of exploration in the Pacific missed the islands of the present trust territory. Magellan, in 1519–20, passed through the Straits which bear his name, sailed northwestward for 98 days through hundreds of Pacific islands, and encountered none of them until he sighted Guam. Explorers became familiar with other islands near Guam. Many years later the islands were named the Mariana Islands, for the queen of Philip IV, Maria Anna.

Meanwhile the Portuguese, searching for the Spice Islands, had established themselves at key points in the Malaysian area. From there they fanned out and touched at various Micronesian islands. In 1526 they discovered Yap and Ulithi; later Spanish voyagers sighting these and many others of the islands in the central and southwestern area, named the archipelago "Carolina" for Charles II of Spain.

Islands in the group now known as the Marshalls were discovered by the Spanish in 1529. They were later named for the English Captain Marshall, who in 1788 made a voyage of exploration in the area.

## SPANISH PERIOD

No serious efforts were made in these early times by Spain or other European powers to assume effective control of the Pacific Islands. Spain, in 1565, did make the port of Agana on Guam a regular food and water stop for vessels plying between Mexico and the Philippines, and continued to claim sovereignty over the Marianas, the Carolines, and the Marshalls. However, for nearly two centuries after the early explorations, the islands were little known to history. Not until the late eighteenth and early nineteenth centuries did explorers, traders, whalers, pirates, and missionaries rediscover the islands and gradually open up the area.

By the middle of the nineteenth century the islands had become involved in European colonial rivalries. German traders, especially, were active and when Spain attempted to control trade, the Germans moved toward seizure of political control. The least substantial claim of Spanish sovereignty existed in the Marshalls, and in 1885 the Germans assumed a protectorate over those islands. This precipitated disputes with both Spain and Great Britain, but by 1886 both nations had formally conceded the Marshalls to Germany.

Spain was able to keep control of the Carolines. In 1885, the same year in which the Marshalls were seized, Germany sent a gunboat to various spots in the Carolines and claimed formal possession of the islands. Spanish reaction was violent, and serious international complications were avoided only when the issue was referred to Pope Leo XIII for adjudication. The Pope confirmed the claim of Spain to sovereignty over the Carolines on condition that she maintain an orderly government, but he awarded Germany the right to trade, fish, and establish settlements and coaling stations. Spanish colonial policy in the Pacific was autocratic and severe. At no time did the Spanish do more than make attempts to exploit the islands in an economic sense, to use Guam as a port, and to exclude other nations from the area which lay across the route to their Philippine possessions.

A further change in the political administration of Micronesia occurred in 1898 when the United States, during the course of its war with Spain, seized Guam. The next year (1899), Spain decided to withdraw from the Pacific and sold to Germany all her Micronesian possessions, except Guam, which had been ceded to the United States.

## GERMAN PERIOD

German administration, although autocratic in keeping with the times, was moderate and efficient. Encouragement was given to the development of trade and to the expansion of production of copra. German control of Micronesia was abruptly terminated by the outbreak of World War I.

## JAPANESE PERIOD

In October 1914, Japanese naval squadrons took military possession of the undefended islands. At the conclusion of the war, Japan became the mandatory power for these islands under the mandates system of the League of Nations; the United States gave its consent to this arranagement in a treaty with Japan, signed on February 11, 1922. Japan instituted civil rule for the area through the agency of the South Seas Government (Nanyo-

Cho) in 1922, and began at once a program of developing the islands economically; to prepare them for Japanese emigration and to indoctrinate the inhabitants through education and propaganda to become a part of the Japanese Empire. From 1935 on, the government of the islands was dominated by the military and the expansionist policies of Japan. Japan continued to send her annual report to the League of Nations through the year 1938.

Japanese rule of the Pacific Islands was complete and direct. Little use was made of the inhabitants in government. The basic laws of Japan were extended to the mandate and only the necessary modifications were made to meet local conditions. Formal educational facilities for the Micronesians were very limited and emphasis was placed upon teaching the Japanese language and customs. Some vocational training was given, notably at Koror. Considerable attention was paid to the health of the people. Economic exploitation removed the inhabitants so far from a subsistence economy that, when the war began, many were dependent upon imported consumer goods. Economic development was largely by and for the Japanese. Much of the development labor was performed by Koreans and Okinawans brought in for this purpose.

## WORLD WAR II

When Japan became a belligerant in World War II, the Japanese used the Pacific Islands, many of which they had fortified as bases for Japanese aggression to the south and east. The islands served as a great barrier to the liberation of the Philippines and Wake and Guam, and as a threat to Australia and South Pacific islands. Not until November 1943, when the Gilberts were invaded, did United States forces begin to break through the barrier. In January and February of 1944 the Marshalls were seized; in June and July the Marianas were invaded; by August the Eastern and Central Carolines were neutralized; in September Angaur and Peleliu in the Western Carolines were captured. Many of the individual islands were bypassed and not until the war was over were these visited and brought under administrative supervision.

The condition of the people of the islands where landings had been made indicated the magnitude of the problem awaiting occupational administration. The natives were in a state of mental shock. Most of them had been in the midst of the fighting or had experienced its repercussions. Their industry and trade was gone and they were forced to a subsistence economy. Many of them had been displaced from their homes, gardens, and fishing grounds. Their food had been confiscated, and many breadfruit and coconut trees destroyed. They had had little medical care for years. Schools had been nonexistent since the war began. Everywhere there were dislocations and deprivations. In 1946 a survey group which investigated the economic situation judged that the living conditions of the islanders had been set back a quarter of a century.

## UNITED STATES NAVAL MILITARY GOVERNMENT

These were some of the problems of the people which United States Naval Military Government had to solve in addition to mastering the strategic and logistic problems of a war area. Military government policies and activities were based on the assumption that the Micronesians should be treated as liberated people. The immediate problem was to furnish the people with food, water, clothing, shelter, and medical attention, as well as to supply our occupying forces and carry on the attack on the Japanese.

The early administration was, of necessity, largely direct; although from the first, contacts were established with local leaders on each occupied island. Each military government unit, as soon as possible, developed an appropriate system of indirect rule for community and district administration.

After the basic needs of the people had been met, attention was directed to other problems, including the restoration of displaced islanders to their homes, providing housing and employment, the encouragement of fishing and farming, the establishment of schools, and the construction of public works.

In the year following cessation of hostilities, Japanese nationals, both military and civilian, and also the Koreans and Okinawans whom Japan had brought into the islands as laborers, were repatriated. By the summer of 1946 the need for a government other than military government became apparent.

*Chapter II*

# Status of the Trust Territory of the Pacific Islands

## UNITED STATES TRUSTEESHIP

ON NOVEMBER 6, 1946, President Truman announced that the United States was prepared to place under United Nations trusteeship, the former Japanese mandated islands, with the United States as administering authority. On the same date copies of a draft trusteeship agreement were transmitted for information to members of the Security Council and to New Zealand and the Republic of the Philippines. The draft trusteeship agreement was formally submitted to the Security Council on February 17, 1947, and, after minor modifications, was unanimously approved by the Council on April 2, 1947.

The trusteeship agreement entered into force on July 18, 1947, when, pursuant to authorization by both houses of Congress, it was approved by the President. On the same date, by Executive Order 9875, the President delegated responsibility for the civil administration of these islands, on an interim basis, to the Secretary of the Navy.

The Secretary of the Navy ordered the United States Naval Military Government of the occupied islands disestablished as of July 18, 1947, and directed the High Commissioner to institute civil administration for the trust territory, in accordance with the terms of the trusteeship agreement.

The Commander in Chief, Pacific, and United States Pacific Fleet held the office of High Commissioner of the Trust Territory until January 8, 1951, when he was succeeded in that office by the first civilian High Commissioner. The latter's appointment by the President was an initial step in the transfer of the administration of the trust territory to a civilian agency of the Government.

The interim administration of the Pacific Islands by the Secretary of the Navy ended on June 30, 1951, when, by Executive Order 10265 of June 29, 1951, the President transferred administrative responsibility for the trust territory from the Secretary of the Navy to the Secretary of the Interior; the transfer became effective July 1, 1951 (Documentary Supplement No. I).

Administration of the Trust Territory of the Pacific Islands under the Department of the Interior began July 1, 1951. Trust Territory Executive Order No. 8, July 2, 1951, includes a message from the Secretary of the Interior and Proclamation No. 2 of the High Commissioner (Documentary Supplement No. II). The Secretary greeted the people of Micronesia, praised the

> high standards of public service which have characterized the Navy's administration

and promised these standards,

> will be maintained under civilian administration. This department will dedicate itself to the principle that the interests of the indigenous inhabitants are paramount, subject only to the requirements of international peace and security. It will foster the maximum practical participation by indigenous inhibitants in their own governmental, social and economic affairs.

The High Commissioner in issuing Proclamation No. 2, stated that the basis of government for the territory would be the United Nations Charter, the United Nations Trusteeship Agreement, as accepted by Congress and proclaimed by the President of the United States, under Executive Order 10265, and the message from the Secretary of the Interior.

The High Commissioner assured the people of Micronesia that:

> Your existing customs, religious beliefs, and property rights will be respected, and existing local laws and all proclamations, Interim Regulations, ordinances, and orders issued under the administration by the Department of the Navy shall remain in full force and effect, except as otherwise provided herein and as it may be necessary for me in the exercise of my powers and duties to change them (Documentary Supplement No. II).

## BASIS FOR ADMINISTRATION

The administering authority has full powers of administration, legislation, and jurisdiction over the territory subject to the provisions of the trusteeship agreement, and may apply to the territory, with any modifications considered desirable, laws of the United States which are deemed appropriate to local conditions and requirements (trusteeship agreement, art. III).

## LEGISLATION

Draft legislation for the Trust Territory of the Pacific Islands has been introduced into Congress but has not been enacted.

## STATUS OF PEOPLE

The people of the trust territory are, at present, unofficially described as "citizens of the trust territory." Their national status will be legally defined in the act. All Micronesians have the same type of citizenship and enjoy the same human rights and freedoms pursuant to article 76c of the Charter of the United Nations, article 7 of the trusteeship agreement, and the bill of rights, which is chapter 5 of interim regulation No. 4–48.

## RIGHTS, PRIVILEGES, AND RESPONSIBILITY

The bill of rights guarantees (1) freedom of conscience, speech, press, assembly, worship, religious teaching, and petition; (2) no slavery or involuntary servitude; (3) protection against unreasonable search and seizure; (4) no deprivation of life, liberty, or property without due process of law; (5) no ex post facto law; (6) no excessive bail, excessive fines, or unusual punishments; (7) no discrimination on account of race, sex, language, or religion; (8) freedom of migration and movement; (9) the maintenance of a general system of education. The same protection of their persons and property is guaranteed the people of the trust territory when in the United States or any of its possessions, as is given to citizens of the United States. In turn, Micronesians have certain responsibilities in respect to local administration, health, sanitation, and education. The problem of the status of immigrant communities is nonexistent, for no such groups are present in the trust territory.

## RECORDS

A population census is taken under the direction of the Political Affairs Department as of the first of July each year and is supplemented by interim (quarterly) totals of vital statistics. A registrar is designated in each municipality, with responsibility for maintaining birth and death registrations with his community. Each district administration also designates a central registrar whose duties include (1) the collection of certificates of birth and death from all municipal registrars; (2) the preparation of a permanent register of births and deaths; and (3) issuance of certificates, transcripts, and other records. It is the legal responsibility of parents and of the registrar in each community to see that all births are registered. In case of death, it is a responsibility of the physician or of any other person having knowledge of it to submit all pertinent information to the registrar. Official birth and death certificates have been provided for such registrations; information for the latter must include cause of death when known.

## DEVELOPMENT OF REGIONAL AND INTERNATIONAL RELATIONS

The inhabitants of the trust territory are being educated to increase their awareness of the interdependence of all peoples. As cultural contacts among the various peoples of Micronesia increase through centralized educational bodies and through better communications, it is hoped the people will become more regional-minded. Among the strongest influences for promotion of regional understanding and cooperation within the trust territory itself are the intermediate and higher educational systems instituted by the trust territory government. Intermediate schools located at each District Administration headquarters gather young people from all areas of a district. On a higher educational level, students from all parts of the trust territory study and work together at the Pacific Islands Central School (PICS). During the past year special courses in library administration and constabulary training were held at Truk, thus bringing together representatives in these fields from throughout the territory. An educational conference was held at Truk of educational administrators and principals, from public and private schools and included both Micronesian and United States citizen employees. The local schools and members of the local Pacific Islands Central School community participated in the program. Similar conferences were held on Saipan for public works and for public health employees.

Growing recognition of their status as inhabitants of a territory under international supervision assists the Micronesians to develop a broader outlook. Further assistance comes from their daily contacts with representatives of the trust territory authorities and from their occasional meetings with United Nations representatives. A congressional party and officials from the Department of the Interior and from other departments visited the area on special missions. Representatives of the press also traveled about the territory.

The people have numerous contacts with the neighboring Territory of Guam where many of their imports and exports are transshipped, where an increasing number of their children attend school, and where they themselves visit. Honolulu, T. H., is the temporary headquarters of the High Commissioner; members of headquarters staff are frequently out in the territory in contact with the Micronesians and members of the trust territory official staffs. Micronesian students come to Hawaii to study and to serve internships. A Micronesian agriculturist has worked at headquarters for several weeks upon two occasions. The transfer during 1950–51 of trust territory medical and dental and other public health trainees to the Central Medical School at Suva, Fiji, will assist in broadening the contacts of Micronesian students with Polynesian and Melanesian students from other Pacific-area territories and thus enlarge the scope of their cultural and political knowledge. There were 56 students from the trust territory registered at Fiji this past year. Five graduated and returned to their home districts last fall.

## INTERNATIONAL COOPERATION

The administering authority, under the charter of the United Nations and the trusteeship agreement for the territory, cooperates with the organs of the United Nations in discharging the obligations of trusteeship in the territory as set forth in those documents. There are at present no programs under way in the trust territory organized by the United Nations specialized agencies. The territory, however, has cooperated through the provision of information to those specialized agencies seeking data with regard to the trust territory.

## INTERNATIONAL TREATIES

At present the administering authority is reviewing the international treaties, conventions, and agreements to which it is a party in order to determine which of these may be considered applicable. A list of those which have so far been determined to be applicable is included in the Documentary Supplement. Study of international labor organization conventions and recommendations undertaken by the government of the trust territory has indicated that they are generally inappropriate to trust territory conditions. Where possible, however, the administration is complying with the basic intent of these conventions and recommendations.

## COOPERATION WITH NEIGHBORING TERRITORIES

Cooperation with neighboring territories is confined to the fields of scientific investigation, trade, and plant and animal quarantine. Cooperation with the South Pacific Commission has begun. The agencies of the Pacific Science Board and the Office of Naval Research, and other scientific agencies are providing studies in archaeology, anthropology, botany, entomology, geology, sociology, and zoology. Projects on the identification and listing of poisonous fish and on filariasis research are well advanced. The United States Geological Survey is making a geological and geographic survey of portions of the territory.

## PUBLIC LAW 391, EIGHTY-SECOND CONGRESS

The administering authority has made no arrangements to associate the trust territory with other territories administratively or financially. There is no customs union with the United States or its dependencies, nor are there trade or customs agreements with neighboring territories. Late in the year, the Congress of the United States passed legislation exempting trust territory copra from the two cent additional United States internal revenue tax on the first processing of such copra or oil produced therefrom.

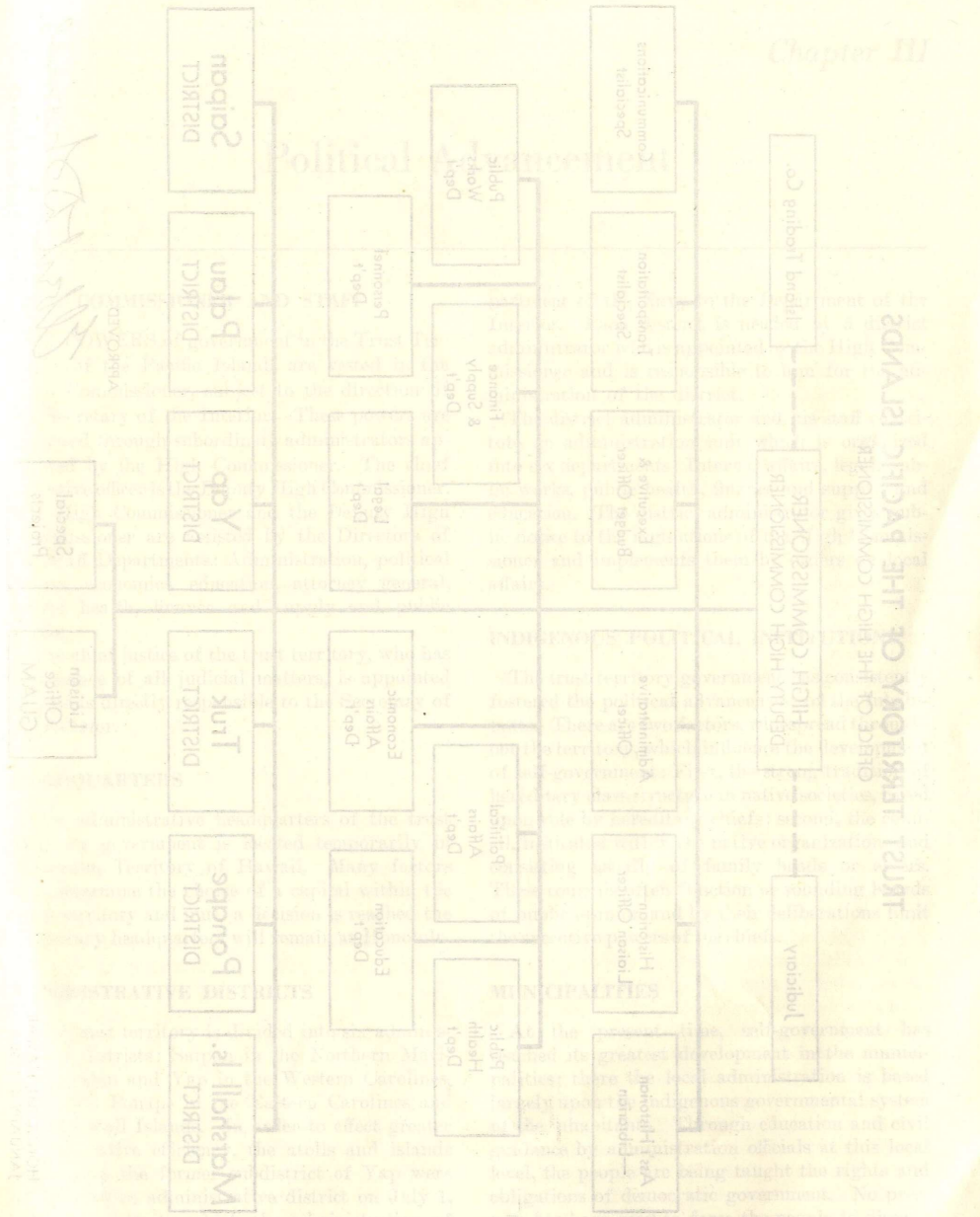
## SOUTH PACIFIC COMMISSION

During the year the South Pacific Commission agreement was amended to include the trust territory within the scope of the Commission's activities. The South Pacific Commission is a regional organization sponsored by the six nations having dependent territories in the Pacific area. It was recognized that many of the problems in the trust territory are similar to those faced by the non-self-governing territories of the members of the Commission. Hence, action to include the trust territory was completed by the six governments in November 1951.

The former informal relationship of the trust territory of the South Pacific Commission has thus been made official. During the year there has been much exchange of information which has been mutually advantageous. Several South Pacific officials including the secretary-general, have conferred at trust territory headquarters. The liaison officer-historian on the staff of the High Commissioner of the Trust Territory is an alternate United States Commissioner on the South Pacific Commission. The trust territory anthropologist is a member of the South Pacific Commission Research Council. He, with the Director of Public Health and Director of Economic Affairs who served as alternate, composed the United States delegation to the June 1952 meeting of the Research Council. Two Micronesian delegates and two alternates, have been selected to represent the trust territory at the South Pacific Conference which meets at Noumea, New Caledonia, April 1953.

## INTERNATIONAL PEACE AND SECURITY

The trusteeship agreement provides that the administering authority in discharging its obligations under article 76 (a) and article 84 of the charter shall insure that the trust territory play its part in the maintenance of international peace and security. The administering authority has not undertaken further obligations concerning international peace and security toward the Security Council during the past year.



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*Chapter III*

# Political Advancement

## HIGH COMMISSIONER AND STAFF

THE POWERS of government in the Trust Territory of the Pacific Islands are vested in the High Commissioner, subject to the direction of the Secretary of the Interior. These powers are exercised through subordinate administrators appointed by the High Commissioner. The chief executive officer is the Deputy High Commissioner. The High Commissioner and the Deputy High Commissioner are assisted by the Directors of the Staff Departments: Administration, political affairs, economics, education, attorney general, public health, finance and supply and public works.

The chief justice of the trust territory, who has cognizance of all judicial matters, is appointed by and is directly responsible to the Secretary of the Interior.

## HEADQUARTERS

The administrative headquarters of the trust territory government is located temporarily in Honolulu, Territory of Hawaii. Many factors will determine the choice of a capital within the trust territory and until a decision is reached the temporary headquarters will remain at Honolulu.

## ADMINISTRATIVE DISTRICTS

The trust territory is divided into six administrative districts: Saipan in the Northern Marianas, Palau and Yap in the Western Carolines, Truk and Ponape in the Eastern Carolines and the Marshall Islands. In order to effect greater administrative efficiency, the atolls and islands comprising the former subdistrict of Yap were constituted an administrative district on July 1, 1951, the date on which the administration of the trust territory was transferred from the Department of the Navy to the Department of the Interior. Each district is headed by a district administrator who is appointed by the High Commissioner and is responsible to him for the administration of the district.

The district administrator and his staff constitute an administration unit which is organized into six departments: Internal affairs, legal, public works, public health, finance and supply, and education. The district administrator gives public notice to the regulations of the High Commissioner and implements them by orders on local affairs.

## INDIGENOUS POLITICAL INSTITUTIONS

The trust territory government has consistently fostered the political advancement of the inhabitants. There are two factors, widespread throughout the territory, which influence the development of self-government: First, the strong tradition of hereditary class structure in native societies, based upon rule by hereditary chiefs; second, the council, instituted within the native organizations and consisting usually of family heads or elders. These councils often function as sounding boards of public opinion and by their deliberations limit the executive powers of the chiefs.

## MUNICIPALITIES

At the present time, self-government has reached its greatest development in the municipalities; there the local administration is based largely upon the indigenous governmental system of the inhabitants. Through education and civil guidance by administration officials at this local level, the people are being taught the rights and obligations of democratic government. No pressure has been used to force the people to discard their customs in favor of modern western institu-

tiors since it is believed that only confusion and social disintegration will result if the people are required to adopt foreign practices without proper preparation. Rather, certain functions have been assigned to the local governments and, through instruction in the rights and obligations of citizenship, a gradual evolution toward a more democratic form of government is taking place. During the past 5 years an increasing number of municipalities have selected their local officials through electoral processes.

The plan for self-government on the municipal level includes the concept that a minimum number of officials and functions be required and that the authority and duties of the municipalities should be simply but precisely defined. Accordingly, each municipality is required to designate a minimum of two officers: an executive head, usually called the magistrate, and a treasurer. Community court judges for the various municipalities or communities therein are generally nominated by popular vote and, upon such nominations, appointed by the district administrator. The magistrate and the treasurer may be paid by the municipality, but whether or not they receive salaries, and the amounts of such salaries paid, depend upon the wishes of the community. The municipalities have the responsibility for local enforcement of territorial and district laws; they are empowered to make local rules, to set up a budget, and levy, collect, and expend local taxes; and they are required to keep records on matters of municipal finance and vital statistics.

At the present time there are a total of 117 municipalities in the trust territory, one more than was reported last year. The community of Ebeye, formerly a part of the Kwajalein municipality, has been organized as a separate municipality because of its economic and social importance.

A certain number of communities in isolated island groups which are designated as municipalities are very loosely organized; there the inhabitants have designated their hereditary chiefs as magistrates and community life proceeds according to old, established patterns, except that the magistrate collects certain authorized taxes to pay the municipal officials. This is particularly true of the eleven islands and atolls east and southeast of Yap, in the Palau District.

Municipal officers are designated in one of three ways: where the people prefer to acknowledge the hereditary rights of a chief, they do so, and the chief is recognized as magistrate by the administration; in some few instances officers are appointed by the administration after consultation with community chiefs and elders; in a continually increasing number of instances, municipal officials are elected by popular vote with a secret ballot. During the past year, five additional municipalities chose to elect their magistrates. The following tabulation shows the number of incumbent magistrates and the means by which they are selected:

| District | Elected | Appointed | Hereditary | Total |
|---|---|---|---|---|
| Saipan | 3 | 2 | 0 | 5 |
| Palau | 16 | 0 | 11 | 27 |
| Yap | 10 | 0 | 0 | 10 |
| Truk | 27 | 5 | 7 | 39 |
| Ponape | 5 | 5 | 1 | 11 |
| Marshall Islands | 25 | 0 | 0 | 25 |
| Total | 86 | 12 | 19 | 117 |

## REGIONAL GOVERNMENT

On the regional or district level, advances in the field of self-government are being made, although they are proceeding more slowly than on the municipal level. Factors which have to be overcome to develop regional or district government by the local inhabitants stem from the people themselves because of their linguistic and cultural differences and their lack of communication.

## PALAU

The Palau congress has functioned as an advisory body on island affairs since July 4, 1947. This congress is composed of the magistrates of the various municipalities, sitting in congress as ex-officio members, and other members elected for a 2-year term from each municipality on a representative basis. The fact that congress includes members from the chieftain as well as from the commoner class has met with the approval of all sectors of the population and has liberalized the former hereditary authority of the chiefs. It is noteworthy that the Palau congress contains two elected congresswomen. The congress meets at least once a year and remains in session until the business at hand is completed. It usually discusses and passes resolutions on economic and related subjects, such as taxes, land questions, regulations for trochus fishing, and others.



In the Palaus the "Seinen-dan" young people's groups have been revived. These organizations, formed for the purpose of promoting public works projects, social and sports events, have in a few instances indicated an interest in political affairs.

## YAP

In Yap, a more traditional community, there exists a chiefs council composed of the chiefs of each of the 10 municipalities. The district administrator consults with the chiefs on all local government problems. Recently there has been a younger group (Fak E Pul) organized along informal lines to accomplish certain desirable community projects.

## MARSHALLS

The first organized session of the Marshallese Congress convened July 4, 1950, at Majuro and has met annually since. The congress has been established as an advisory body to the district administrator of the Marshall Islands district in order that the Marshallese people may express their desires on matters affecting the laws and government of their islands. It is composed of two houses, the House of Iroij and the House of Assembly. The House of Iroij consists of all persons holding the position of Iroij laplap (paramount chief) in accordance with the traditions of the Marshallese. Five women are members of the House of Iroij. Members of the House of Assembly are representatives of each municipality who have been elected by the people. Representation in the House of Assembly is in proportion to population on the basis of 1 representative for populations less than 600, 2 representatives for populations of over 600 but less than 1,000, and 3 representatives for municipalities whose population is in excess of 1,000.

A second session of the congress convened at Majuro from August 18–24, 1951. During this session the congress discussed and formulated its views on such matters as collection of taxes, the mapping of land, the participation of Iroij (chiefs) in the settlement of land disputes, a change in the electoral representation in the House of Assembly on the basis of 1 representative for atolls with a population of 250 or less, 2 representatives for atolls of 251 to 500, and 3 members for atolls with a population of 500 or more.

A holdover committee was created to study and prepare recommendations for presentation at the next session of the congress. This holdover committee was set up and met at Majuro from January 23 to January 29, 1952. Among other things, it recommended that the congress at its next session should establish rules for making amendments to the constitution and that by a constitutional amendment the annual convening date of the congress be changed from July 4 to August 15. The Third Marshallese Congress will convene on August 15, 1952.

## SAIPAN

There does not exist as yet an advisory legislative council for the Saipan district. Each of the municipalities of the district has its local council members which are elected by the people by secret ballot. The municipality of Saipan, which comprises 86 percent of the population of the administrative district, has a bicameral council consisting of the House of Commissioners and the House of Councilmen. A change in the structure of this council is now under consideration aiming at the creation of a unicameral body instead of the present bicameral system.

At the request of the various municipal councils, establishment of a congress for the district of Saipan is held in abeyance for the time being. Members of these councils have expressed the opinion that it is preferable first to perfect their municipal charters and to solve pressing local problems before an attempt be made to set up a legislative advisory body on a district-wide basis.

## TRUK

In the Truk district a premature attempt to establish a unified political structure for the Truk Atoll, initiated during military government days, proved unsuccessful because the Trukese were not prepared to cope with the complexities of centralized government. There is an active and rather effective council of chiefs covering the Truk Atoll. Fifteen populated islands and two-thirds of the total district population are represented by the group. In the Mortlock Islands, to the southeast of Truk Atoll, there is a second and somewhat formalized council of chiefs representing eleven islands and approximately three thousand people. In contrast to the Truk Atoll

council, which meets on a specified date every month, the council of Mortlock leaders meet only a few times a year whenever the need arises. In the 13 islands northwest of Truk Atoll, with a population of approximately 2,000 people, there is no regional council. Several times a year, however, groups of the chiefs, varying in composition from one meeting to the next, will gather to discuss problems of mutual interest.

These three groups may eventually combine into a district-wide council or congress. It is likely, however, that it will be some years before such an organization evolves. In order to promote a closer understanding amongst leaders of the different island groups, a meeting of all island chiefs has been called to convene sometime in the fall of 1952 for the purpose of discussing district-wide problems.

## PONAPE

The Provisional Ponape Congress met for the first time at Kolonia, Ponape, in March 1951. The delegates adopted resolutions expressing their desires concerning the organization of the permanent form of the congress and requested the High Commissioner to prepare a charter which would incorporate these resolutions. In the early part of 1952, such a charter was drawn up in accordance with the resolutions of the delegates. The charter provides for a Ponape Island Congress with advisory powers composed of two houses, the Nobles' House and the People's House. The Nobles' House consists of not more than five Nobles from each of the five "wehy" (districts) of the Island of Ponape. Each of the four ranks within the hierachy of Nobles, the Nanmarki, the Wasai, the Naniken, and the Nalaim, are represented in congress by their leaders. The fifth Noble is selected jointly by the Nanmarki and Naniken of each wehy from a lineage outside their own. The People's House is composed of a representative, or representatives, from each municipality of the Island of Ponape. Each municipality elects by secret ballot on the basis of universal and equal suffrage of citizens over 18 years of age, one representative to the People's House for each 300 inhabitants, or fraction thereof, of the municipality.

While the bicameral system of advisory bodies may seem unwieldy and unnecessary, it has been approved in recognition of the desires of the people. It will probably be desirable to utilize this type of governmental structure wherever the native customs still recognize and respect the power of chieftain classes. It is expected that the need for bicameral governmental institutions may disappear when the people no longer feel the need to recognize the authority of hereditary rulers.

The first meeting of the newly chartered congress was held at Kolonia, Ponape, from May 13–15, 1952. Matters discussed and embodied in resolutions submitted for approval included the use of tax monies, maintenance of a road around the island of Ponape, raising of the interest rate on saving accounts; and others. The next session of the Ponape Congress is scheduled to convene on November 11, 1952.

## POWERS

These regional organizations are affording an opportunity for the inhabitants of the districts to become acquainted with the problems of their immediate area. Thus far, they have been given only advisory powers, but as the people master the techniques and procedures of legislation the congresses can be expected to be accorded additional authority.

The various deliberative councils described are mostly experimental. There is no disposition to force the councils on the people, nor to force uniformity in their organization. Each experiment, however, can be an experience which may be beneficial in developing a unified deliberative legislature when the proper time comes. Leadership through education and practice may grow so naturally that when the next step toward self-government is taken in the trust territory that step will not result in a failure. A well-nurtured growth, not forced activity, is the aim.

## TERRITORIAL GOVERNMENT

A territory-wide legislative body is included in the long-range plans of the administration but problems of transportation, communication, and even more important, the divisive effect of ethnocentricity must be overcome before the plan can be carried out effectively.



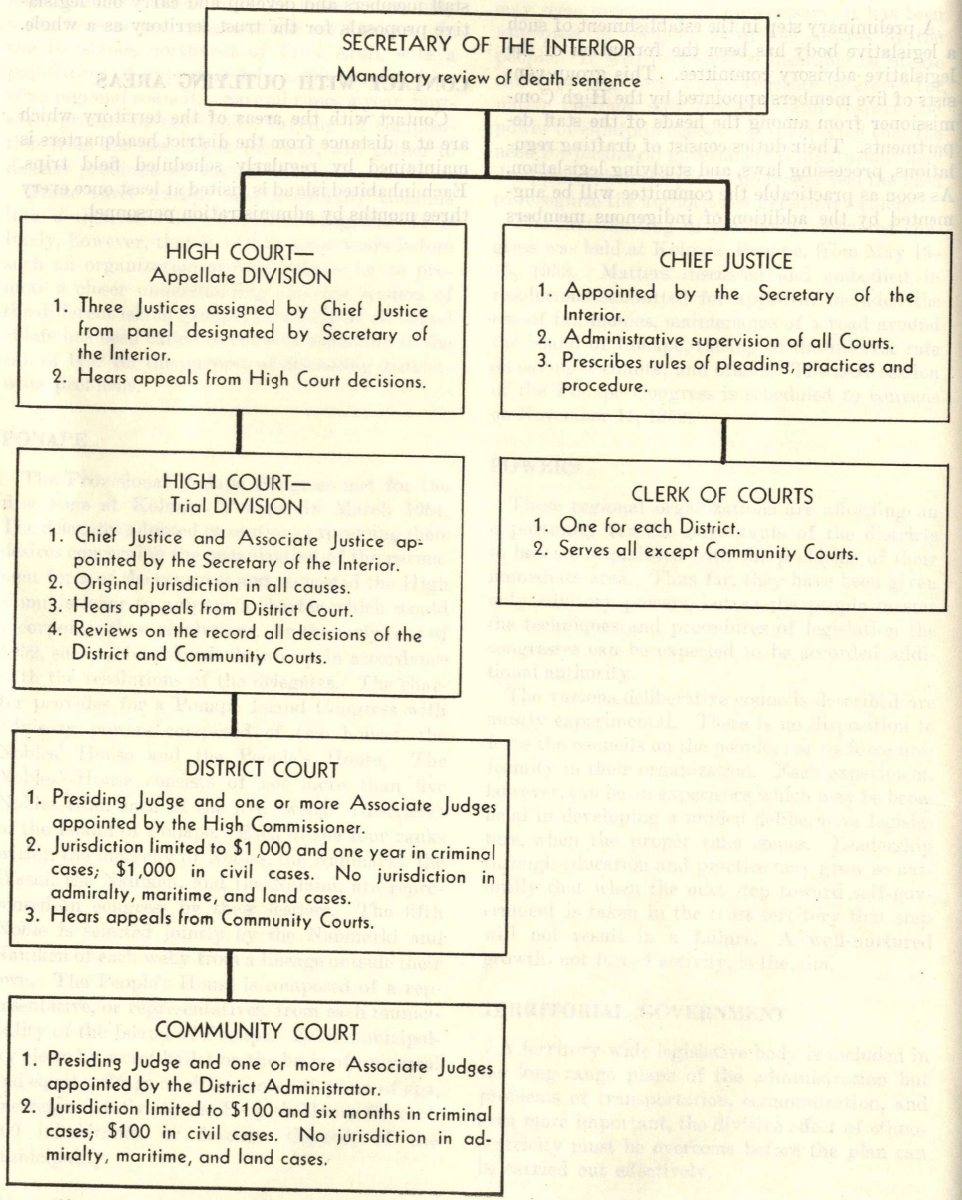
## LEGISLATIVE ADVISORY COMMITTEE

A preliminary step in the establishment of such a legislative body has been the formation of the legislative advisory committee. This group consists of five members appointed by the High Commissioner from among the heads of the staff departments. Their duties consist of drafting regulations, processing laws, and studying legislation. As soon as practicable the committee will be augmented by the addition of indigenous members who, it is hoped, will in time entirely replace the staff members and develop and carry out legislative proposals for the trust territory as a whole.

## CONTACT WITH OUTLYING AREAS

Contact with the areas of the territory which are at a distance from the district headquarters is maintained by regularly scheduled field trips. Each inhabited island is visited at least once every three months by administration personnel.

## COURT STRUCTURE OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS






*Chapter IV*

# Judicial Organization; Maintenance of Law and Order; and Penal Organization

### JUDICIAL ORGANIZATION

THE JUDICIARY was reorganized during the reporting period, as set forth in Interim Regulation No. 10–51 (Executive Order No. 26). The judicial power of the trust territory is now vested in (*a*) the appellate division of the high court, (*b*) the trial division of the high court, (*c*) a district court for each administrative district, and (*d*) a community court for each community. The jurisdiction of the high court extends to the whole of the trust territory; the district court to the whole of the administrative district for which it is constituted, or any part thereof; and the community court to the whole of the community for which it is constituted, or any part thereof. A court may exercise personal jurisdiction in civil cases only over persons residing or found in the trust territory. Criminal cases are prosecuted or tried only in a court having territorial jurisdiction over the place where the crime was committed, except that the courts have extraterritorial jurisdiction over all criminal offenses committed by any permanent resident anywhere (Interim Regulation No. 2–50). All people in the trust territory, regardless of race, sex, or nationality, are subject to the same laws and are guaranteed equal treatment through the courts in the administration of justice.

### COURTS

The chief justice and an associate justice of the trust territory are appointed by, and are responsible to, the Secretary of the Interior. The chief justice has administrative supervision over all the courts of the trust territory and their officers and makes rules not inconsistent with law regulating the pleadings, practices, and procedures in the several courts.

### HIGH COURT—APPELLATE DIVISION

The high court consists of a trial division and an appellate division. The appellate division of the high court consists of three judges assigned by the chief justice from a panel of temporary judges designated by the Secretary of the Interior. The judge of the district court of Guam and a judge of the island court of Guam have been designated by the Secretary of the Interior to sit in the appellate division of the high court. The chief justice or the associate justice may also sit as a member of the three-judge appellate division in a case which he has not heard as a judge of the trial division. The appellate division of the high court has jurisdiction to review on appeal the decisions of the trial division of the high court (*a*) in all cases tried originally in the high court; (*b*) in all cases decided by the high court on appeal from a district court involving the laws of the United States or the bill of rights of the trust territory; and (*c*) in all cases decided by the high court on review of a district or community court decision, when no appeal was taken, in which the high court has reversed or modified the decision so as to affect the substantial rights of the appellant. Sessions of the appellate division of the high court are held at such time and place as the chief justice may determine. Decisions of the appellate division of the high court are final until and unless the Congress of the United States provides for appeal to a court created by act of Congress.

### HIGH COURT—TRIAL DIVISION

The trial division of the high court (formerly the district court) consisting of the chief justice and the associate justice, or either of them alone, has original jurisdiction (*a*) to try all causes, civil and criminal, including probate, admiralty and

maritime matters and the adjudication of title to land or any interest therein; (*b*) to review on appeal the decisions of the district courts in all cases and; (*c*) to review on the record all final decisions of the district courts and the community courts in which no appeal is taken. The chief justice presides at any session of the high court which he attends. Sessions of the trial division of the high court are held four times a year in each administrative district. Special judges of the high court for each district are appointed by the High Commissioner to sit in the trial division of the high court in the trial of murder cases. The special judges participate with the presiding judge in deciding by majority vote all questions of fact and the finding and sentence in each case. The presiding judge decides all questions of law involved in the trial and determination of the case.

## DISTRICT COURT

The district court (formerly the Justice Court) for each district consists of a presiding judge and one or more associate judges appointed by the High Commissioner, upon recommendation of the chief justice, for definite specified terms, usually 1 year. District court judges are subject to removal by the trial division of the high court for cause after hearing. Each district court has original jurisdiction concurrently with the trial division of the high court: (1) in all civil cases where the amount claimed or value of the property involved does not exceed $1,000, except admiralty and maritime matters and the adjudication of title to land or any interest therein (other than the right to immediate possession); and (2) in all criminal cases involving offenses against the laws of the trust territory including generally recognized local customs where the maximum punishment which may be imposed does not exceed a fine of $1,000, or imprisonment for 1 year, or both. Each district court has jurisdiction to review on appeal the decisions of the community courts of the district in all cases, civil and criminal.

## COMMUNITY COURT

The community court for each community consists of a presiding judge and one or more associate judges appointed by the district administrator of the district in which the community is located, upon nominations by popular vote or otherwise as the district administrator deems most in accord with the wishes of the people of the community, and consistent with the proper administration of justice. Community court judges are appointed for definite specified terms, and may be removed by the trial division of the high court for cause after hearing. Each community court has original jurisdiction, concurrently with the trial division of the high court and the district court: (1) in all civil cases where the amount claimed or value of the property involved does not exceed $100, except admiralty and maritime matters and the adjudication of title to land or any interest therein (other than the right to immediate possession); and (2) in all criminal cases involving offenses against the laws of the trust territory including generally recognized local customs where the maximum punishment which may be imposed does not exceed a fine of $100 or imprisonment for 6 months, or both.

## OFFICERS

A clerk of courts for each district, who acts as clerk of the high court when held in the district, and of the district court for the district, and such other officers and employees for the courts as the chief justice deems necessary, are appointed by him. The rates of compensation of special judges of the trial division of the high court, associate judges of the district courts, presiding and associate judges of the community courts, assessors, clerks of courts, and other officers and employees of the courts are fixed by the chief justice, with the approval of the High Commissioner. The presiding judge of the district court, when not otherwise an officer or employee of the government of the trust territory, receives a salary fixed by the High Commissioner. All expenditures are made from funds appropriated or allotted to the judiciary.

## MICRONESIAN PARTICIPATION

The Micronesians are taking an increasing part in the judicial system. The law of the trust territory provides that Micronesians shall be employed as judges, officers, and employees of the courts to the maximum extent consistent with proper administration (Interim Regulation 10–51, sec. 75). All elements of the population are entitled to participate and officiate in the courts. At the present time, the judges of all courts except the high court, and all clerks of courts, assessors, and other employees of the courts are Micronesians. As of June 30, 1952, there were: 158 Micronesian judges (116 of whom are judges of the community courts, 21 district court judges, and 21 special judges of the high court); 6 Micronesian district clerks of courts; and 48 Micronesian clerks of community courts. The 2 judges of the trial division of the high court are Americans. In some localities, especially on the smaller islands, the local head men or chiefs serve as both magistrates and community court judges. Judicial functions are being separated from administrative functions as rapidly as a sufficient number of qualified Micronesians are available to fill all positions.



## RECOGNITION OF LOCAL CUSTOM

In accordance with the general policy of the administering authority stated in the trusteeship agreement and by proclamation of the High Commissioner, native customs are recognized by the courts in all instances except where such customs might lead to a serious miscarriage of justice, to a violation of the basic rights of the individuals or of the trusteeship agreement, of the laws of the trust territory, or to a situation endangering public health or morals. The courts may inflict punishment for violation of unwritten but generally recognized local customary law. Sentences are carried out in the same manner as those given in violation of written law.

## COURT PROCEDURE

The criminal laws of the trust territory are set forth in Interim Regulation No. 5–48, in district orders and local ordinances. Criminal and other judicial procedures are contained in Interim Regulations No. 2–51 and 8–51. Court procedures are established in Interim Regulation No. 10–51 (Executive Order No. 26). All court proceedings are public unless otherwise ordered by the court. The high court and the district courts follow the modern procedure of pre-trial conferences in all cases.

## LANGUAGE

The official language of the district and community courts is the language of the area (i. e., native dialect); the official language of the high court is English. Interpreters are always used when necessary. Every defendant charged with a crime is entitled: (*a*) To have in advance of trial, a copy of the charge upon which he is to be tried; (*b*) to consult counsel before the trial and to have an attorney at law or other representative of his own choosing defend him at the trial; (*c*) to apply to the court for further time to prepare his defense, which the court shall grant if it is satisfied that the defendant will otherwise be substantially prejudiced in his defense; (*d*) to bring with him to the trial such material witnesses as he may desire or to have them summoned by the court at his request; (*e*) to give evidence on his own behalf at his own request at the trial, although he may not be compelled to do so; and (*f*) to have the proceedings interpreted for his benefit when he is unable to understand them otherwise. Rules of pleading, practices and procedure are prescribed by the chief justice. Community courts may make their own rules when not covered by general rules. Trial shall be by one or more judges.

## ASSESSOR

The Judge presiding in the trial division of the high court selects one or more Micronesian assessors to sit with him at the trial, to advise him in regard to local law and custom which may be involved, but not to participate in the determination of the case.

## PUBLIC DEFENDER AND COUNSELOR

The position of public defender and counselor was established in September 1950 under the administrative supervision of the director of internal affairs. An experienced lawyer has been appointed to the post with headquarters at Truk. As public defender, he protects the legal rights of all inhabitants of the trust territory and defends the accused in criminal actions involving serious punishments by preparing their defenses and representing their interests at trials. As counselor, he advises the inhabitants in civil matters of a legal nature, rendering the necessary legal aid and representing them in civil actions. His services have been eagerly accepted and utilized by the Micronesians.

## LAW AND ORDER

The maintenanace of law and order is a minor problem in the trust territory. There has never been an instance of collective violence or disorder involving Micronesians. Serious crime is rare and offenses are mostly of a minor nature (statistical appendix IIIA).

## ARREST

If a crime or offense is committed, the bill of rights governs the power to arrest and guarantees the protection of arrested persons. Procedures governing the arrest and disposition of arrested persons are set forth in Interim Regulation No. 2–51. The criminal code declares false arrest a crime and provides a penalty therefor.

## CONSTABULARY

A police force, known as the Trust Territory Insular Constabulary, consisting of an armed, uniformed, and trained group of men divided into district detachments, was formally authorized during the reporting period (amendment to Interim Regulation No. 8–51, Executive Order No. 21). Rules and regulations for the operation and administration of the Trust Territory Insular Constabulary were promulgated January 30, 1952, which have the force and effect of law.

## INTERNAL ORDER

These rules set forth standards of employment including age requirements, qualifications, pay, equipment, leave, and subsistence, as well as a description of the duties of the respective officers. The insular constabulary functions under the general supervision of the attorney general and the technical direction of a supervisor of protective services. District constabulary detachments operate under the general administrative supervision of the district administrator and the immediate supervision of the district attorney. Each district constabulary detachment consists of (*a*) a district sheriff, appointed by the High Commissioner; (*b*) deputy sheriffs, as needed, appointed by the district administrator; and (*c*) sergeants, constables and probationary constables, as required. Members of the constabulary are selected from voluntary recruits.

## PENAL INSTITUTIONS

The responsibilities of the district constabulary include: the maintenance of law and order, local defense, conduct of criminal investigations, service of legal processes, administration of penal institutions, and fire protection within the district. The district sheriffs, deputy sheriffs, and all members of the constabulary are Micronesians. As of June 30, 1952, there were 6 district sheriffs, 5 deputy sheriffs, and 111 constabularymen. The strength of each detachment is determined by the High Commissioner upon recommendation of the district administrator. Training of outstanding members of the constabulary was continued at the insular constabulary training school at Truk through December 31, 1951. Subsequently, training of constabulary units was conducted for all members at the unit headquarters by the chief of protective services and the district attorney. In the fiscal year 1952, the administering authority expended $98,773.42 for the operation and administration of the Trust Territory Insular Constabulary.

## PRISONS AND JAILS

The rules and regulations for the operation and administration of the Trust Territory Insular Constabulary governs the operation of district prisons and community jails. The rules provide that all confinement of prisoners over and above the punitive aspect shall be of a corrective nature. The district administrator is responsible, through the district attorney and the district sheriff, for administration of the prisons and the protection of all prisoners from abuse and mistreatment. Persons serving sentences of imprisonment are required to perform hard labor, in accordance with physical ability, on any public project directly affecting and benefiting the Micronesian population. Hard labor is performed on the basis of not to exceed a 6-day workweek of not more than 8 hours per day. This labor is performed under direct supervision of the district director in charge of the project. On days when hard labor is not performed, prisoners are encouraged to conduct such useful rehabilitative projects as handicraft manufacture, fishing, gardening, and animal husbandry. The proceeds derived from these projects are used for the benefit of the prisoners.

Criminal types are almost nonexistent and the classification of prisoners has not been considered necessary. When women are imprisoned, separate rooms are provided and a police matron is available at all times. The prisons are clean, light, and airy, with ample space for comfort. The sleeping space per prisoner averages approximately 600 cubic feet. All prisoners are given a medical examination as soon after confinement as possible, and prisoners suffering from communicable or contagious diseases or mental illness are segregated and given daily medical attention. Prisoners are furnished sufficient properly prepared food and allowed adequate time to complete their meals in a normal manner. Subsistence of prisoners is provided by an allotment of funds by the administering authority for that purpose. Prisoners are permitted to receive gifts of food from friends and relatives. Outer clothing is furnished to prisoners by the administering authority.



## JUVENILE DELINQUENCY

There were no major juvenile delinquency problems in the trust territory during the reporting period. There is no confinement of prisoners at a long distance nor outside of the trust territory.

## PENALTIES

Penalties for crimes are provided by the criminal code (Interim Regulation No. 5–48). The penalties imposed are usually restricted to fines or imprisonment, or both. The criminal code provides only maximum penalties for crimes committed, except in the case of murder in the second degree, where a minimum penalty is prescribed. Thus, the courts are granted considerable latitude for the exercise of discretion in imposing punishment based upon the facts and circumstances of the case. In no case has the maximum penalty been imposed by the court during the reporting period (statistical appendix IIIA). No sentence of death may be executed unless and until confirmed by the Secretary of the Interior. The high court may, in lieu of or in addition to other lawful punishment, issue orders as to residence within a specified area for a period of time not exceeding the maximum period of imprisonment (Interim Regulation No. 10–51, sec. 63). If a defendant is convicted of wrongful or unlawful sale, purchase, use, or unlawful possession of an article, the court may, in lieu of or in addition to other lawful punishment, order restitution or compensation to the person damaged or the forfeiture of the article (Interim Regulation No. 10–51, sec. 64). The court may, in lieu of or in addition to other lawful punishment, order a place of business vacated or closed for a specified time (Interim Regulation No. 10–51, sec. 64). The court imposing a sentence in a criminal case may suspend the whole or any part of the sentence on condition of good behavior (Interim Regulation No. 10–51, sec. 66).

## PARDON AND PAROLE

Sentences are imposed for definite periods; however, any person convicted of a crime or misdemeanor may be pardoned or paroled by the High Commissioner. District administrators may pardon or parole any person sentenced to imprisonment for not more than 6 months or to pay a fine of not more than $100. District administrators review the cases of all prisoners periodically to determine their eligibility for parole. The following general principles are applied in determining eligibility: (*a*) The prisoner has served at least one-half of the sentence imposed; has conducted himself satisfactorily; has learned from confinement; will not become a burden on the community upon release; and agrees to comply with the terms of parole; (*b*) people of the community are willing to accept the prisoner; and (*c*) the return of the prisoner to regular community life will be more beneficial to the man and the community than continued confinement. Each case is considered on its merits upon the presentation of an informal petition. A parolee is usually placed in the custody of the magistrate in the community in which he lives, and is required to report once each month to the district administrator, to insure that his conduct is in compliance with any conditions which may have been attached to his release.

*Chapter V*

# Economic Advancement

## LEVEL OF DEVELOPMENT

ECONOMIC LIFE in the territory is chiefly a family endeavor with each member contributing goods and services to the family and to the clan. While a small part of the population is employed regularly at a periodic wage this is not typical, and such employment exists only where there is a center of nonindigenous population. The family provides its own food and some members fish, when the weather is favorable, in outrigger fishing boats which are, for the most part, locally made. This life is enhanced by some food, minor luxuries, and durable goods from the outside world, paid for out of the income from the sale of copra, handicraft, and other miscellaneous products. Money income is not a significant measure of living standards, production or well being in this area. Comparison between this area and other areas of the world on the basis of money income would not reflect comparable standards of living. No national income estimates are available for the territory. Neither would cost of living indexes be significant. However, the government of the trust territory began during the year an inquiry into the measurement of costs of living for Micronesians at the district centers. It is hoped that this study will be useful in setting local wage rates where work is performed on a wage basis. This study had not been completed at the end of the year.

The economic life in the territory involves a limited amount of trade with other areas of the world. This is carried on for the Micronesians by the trading arm of the government of the trust territory, the Island Trading Company, which buys native products and sells these in world markets, and imports trade goods into the territory. As a result of the encouragement of the government there have developed several indigenous corporations which trade independently with firms in other nations. These corporations also form an important part of the internal distribution system of the territory since domestic trade is closely tied to trade with the outside world.

Potential resources for an adequate subsistence for the people of the trust territory appear to exist in the territory; however, the destruction, both physical and social, of World War II and the influences of foreign cultures for scores of years have disrupted the ability of the islanders to deal effectively with their environment. With respect to material goods there has been a tendency to depend less and less upon local sources and more and more upon the products of other areas of the world. Many items of value to the Micronesians, such as metal products, cannot be produced from the existing natural resources. The tendency to depend on the products of other areas has not been limited, however, to products for which there are no substitutes or no materials with which to produce substitutes in the territory. This is illustrated by the occasional failure to cultivate indigenous crops because of the presence of canned foods, and the subsequent reluctance or inability to return to local foods when canned foods for one reason or another, become unavailable. Rejection of local products for imported items places emphasis upon production for export and dependence upon world markets.

During World War II the supply of commodities from other areas of the world ceased. During the immediate postwar years there was a great demand for consumer goods. The consumption pattern of the population has not yet changed significantly; local demand consists of rice, flour, sugar, canned meats, tobacco, and textiles.

During the years immediately after World War II, nutrition, clothing, housing, and living standards improved with the returned supply of foreign goods; that standard has reached a plateau from which improvement is a slow process of education and adjustment to the environment.

## ECONOMIC PROGRAM OF ADMINISTERING AUTHORITY

The government of the trust territory maintains a continuous program for the development and rehabilitation of the economy of the trust territory. This program is carried out in three parts: (1) the research projects; (2) the on-the-spot advisory and assistance facilities offered to business and agriculture; and (3) the commercial or trading activities of the government of the trust territory.

Attached to the High Commissioner's staff is a research and planning unit, which, during the year, consisted of an economist, his assistants, and an agriculturist. During the year this staff planned for the future economic development of Micronesia. It conducted research into the character of the region and its potential position with relation to the world economy. Moreover this staff synthesized the information derived from scientific studies carried on by other agencies insofar as these related to the economics of the territory; the South Pacific Commission and the National Research Council of the United States were especially helpful. In addition to general planning, the Director of Economic Affairs has had advisory responsibilities with respect to a number of specific basic research programs concerned with experiments in the cultivation of improved subsistence crops, the movement of domestic livestock to improve breeding, experimental activities in improving existing cash crops and introducing new cash crops, and experiments in the control and eradication of agricultural pests.

Within each of the six administrative districts, there are two organizational units charged with the economic development program. The internal affairs unit has the responsibility for bringing the results of research to the people; for encouraging new agricultural techniques as they relate to both horticulture and animal husbandry. Officials engaged in this work meet with Micronesian leaders in the demonstration of techniques, take their work directly to the villages and the farms, and advise in matters pertaining to business organizations and methods.

The education units in the districts also contribute to the economic development programs by bringing the techniques for improvement before classroom students.

## CAPITAL FOR INVESTMENT

On still another level the government of the trust territory brings economic assistance to the people. The Island Trading Company of Micronesia was established to meet trading needs which the Micronesians were unable to satisfy. Where there is no native entrepreneur, the Island Trading Company buys the native products intended for the world market and disposes of them to obtain the greatest return for native effort; moreover, the Island Trading Company brings to Micronesians the products of the world which are desired and, at the same time, assists the local entrepreneur to establish himself.

## ECONOMIC DEVELOPMENT FUND

Business advice, trade information, and agent services are performed for new businesses. Credit and grants for small enterprises are available from the economic development fund which also supports certain governmental developments which are experimental in nature. This fund has been administered by the Island Trading Company and loans or grants are made on the recommendation of the Economic Development Board appointed by the High Commissioner from his staff. The fund was originally established out of the earnings of the Island Trading Company since earnings of the company are set aside for the economic development of the area.

## GOALS FOR THE ECONOMY

The economic goals of the government of the trust territory are (1) to improve the ability of the Micronesians to deal more effectively with their environment, to provide more of the basic necessities of life from their environment, and thereby to improve their standard of living; and (2) to improve the production of existing exports and encourage the diversification of production for export. It is considered a part of the program to train and educate Micronesians so that they can deal independently and advantageously with the outside world in trading their products. With regard to these goals it is the plan to give primary emphasis to the maximum development of the production of consumer goods for home consumption in order to avoid the risks of attempting to supply uncertain markets abroad. These goals are to be accomplished by conducting continual research and experimentation. Research to accomplish this objective involves finding new uses for indigenous plants, animals and minerals; an example is the development of better housing from readily available materials. Some of the techniques of modern civilization can be used to solve problems which confront the Micronesians.



## PARTICIPATION BY MICRONESIANS

The program with respect to exports is to appraise present methods of production trade commodities and insure that these make most efficient use of available human effort and natural resources. This goal demands an appraisal of the market for such commodities for the future so that production and Micronesian investment can be guided in accord with demand and so that diversification will eliminate complete, or excessive, dependence upon any one single product. The plan is to carry on continuous research and experimentation relating to new cash crops, handicraft, and products of improved marketability. Plans involve the training of Micronesians to undertake their own trading and commercial activities in world markets. This is done by continual encouragement of native enterprise. Besides advice in conducting business operations which is offered by officials of the government of the trust territory, government-supported private economic development programs are kept on a scale appropriate with the economic level of this area. Development is initiated by the prospective small business man, who at the encouragement of the official, applies for a loan or a grant to commence his small business or industry.

## GENERAL ECONOMIC POLICY

These development plans envisage the use of the natural resources of the area by the Micronesian to the fullest degree consistent with their capacity. Not only does this mean that activities now within the limits of their knowledge or ability have been turned over to them for management, but it means also that as soon as the necessary talent for undertaking an enterprise is engendered, that activity will be turned over to their control and ownership. The general economic policy does not discriminate between the various ethnic groups; the above applies to all Micronesians. Nonindigenous groups do not enjoy special privileges in any branch of the economy.

## INDUSTRIAL DEVELOPMENT

The resources of the area are being utilized or reserved for the benefit of the Micronesians. In brief, the plans for the economic advancement of the trust territory are based on a realistic appraisal of the economic resources available and the character of the region involved. Industry is limited to small scale family or village work, government assistance being available in the form of advice as to market demands and technology; large scale industrial enterprise does not exist.

## TOURIST TRAFFIC

Tourist traffic is not encouraged because of the unsuitable nature of the area and because the people are not prepared for this kind of enterprise, nor are accommodations available.

## GENERAL STRUCTURE OF COMMERCIAL LIFE

The general structure of commercial life in the trust territory is characterized by family endeavor serving small villages and by periodic trading with visiting trading agencies for the exchange of products with the rest of the world. Regional trade between areas of the territory is practically nonexistent because of the great distances involved and because of the tendency of each island group to be relatively self-sufficient and, therefore, produce similar products. The character of this limited commercial activity does not at this time lend itself to the formal arrangements entered into by more advanced nations.

## INTERNATIONAL AGREEMENTS

No international trade agreements have been entered into during the year. Neither does the trust territory form a part of a customs union with the United States or neighboring territories.

## TARIFF RELATIONSHIPS

Products of the trust territory are presently subject to the same customs duties by the United

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States as products of other foreign countries. On June 12, 1952, the United States exempted the trust territory from the two cents additional coconut oil processing tax. This has the effect of placing trust territory copra on the same import basis as copra produced in the Philippines and in United States possessions.

## TRADING AGENCIES

Trading agencies connecting the territory with the outside world and/or supplying imported products to local retailers fall into three categories; (1) the trading arm of the government of the trust territory (Island Trading Co.); (2) the Micronesian trading companies; (3) the nonindigenous trading companies and merchants who visit the wholesale houses in the territory.

## THE ISLAND TRADING COMPANY

The Island Trading Company of Micronesia, incorporated in 1947 under the laws of Guam, is the trust territory government controlled trading agency in the area. Its objectives are to provide essential imports to the people of the trust territory, market their exports and to foster the establishment of local business enterprise. All capital stock in the corporation is held, by virtue of his office, by the Deputy High Commissioner of the Trust Territory; he appoints a board of directors. The corporation was initially financed by the Government of the United States. Profits of the company have been used to repay the original financing and for the furtherance of the economic development of the territory.

The company maintains a central office adjacent to the Office of the High Commissioner and operates eight branch offices in the territory. These branches are supply centers and collection points for native products.

In addition to handling copra the Island Trading Company during the year purchased about $130,000 worth of products consisting of handicraft, trochus, and other miscellaneous local products. Island Trading Company agents advised the Micronesians as to changes in the preparation and manufacture of these items to improve their marketability and so result in higher returns for the producer.

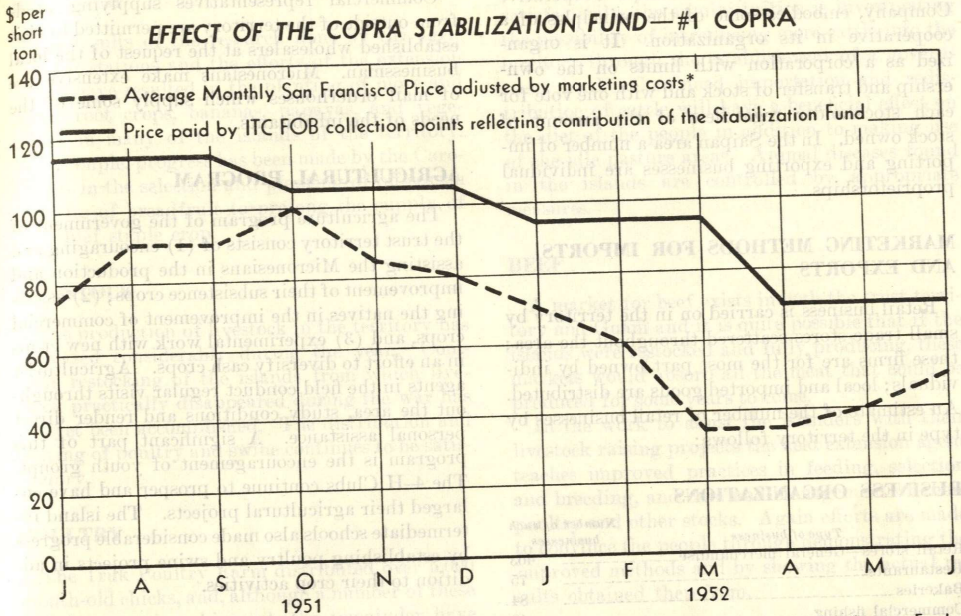
## COPRA STABILIZATION

Copra is the basis of the economy in the major part of the trust territory because it is the main source of funds with which the Micronesians buy imported merchandise. The policy of the government of the trust territory therefore is to maintain a reasonably stable buying price for copra in the territory in spite of extreme fluctuations in the world market. This policy has been implemented by stabilizing the price of copra and by making Island Trading Company the sole exporter of copra; during 1950 and the early part of 1951, the Island Trading Company was able to set aside funds from its profits to be used in maintaining the price of copra. These funds were placed in a special fund in the treasury of the trust territory, designated as the copra stabilization fund. Contributions to this fund are made from the sales of copra when the world price is high. During this year no contributions were made to the fund, due to the depressed price of copra.

## PROTECTION OF MICRONESIANS

In August 1950 the Island Trading Company, by administrative regulation, was made the sole exporter of copra. This decision was desirable in order to maintain a stable price for the commodity and insure that profits from copra sales benefited all sections of the territory. This procedure does not exclude Micronesian participation in copra marketing up to the time of export from the territory and the Island Trading Company has fostered such participation by appointing numerous Micronesian buying agents who procure copra in the field at the established price scale and concentrate it for shipment. During the current year the world market for copra was depressed so the price paid for copra in the territory was supported from the stabilization fund. The graph below shows the difference between the price paid for copra in the territory, reflecting the contribution of the stabilization fund, and the price that would have been paid at that time if there had been no stabilization.






* This would have been average price paid in the Territory at the collection points if there had been no Stabilization Fund.

## FOSTERING NEW ENTERPRISES

The Island Trading Company during the year continued the financing and direction of several development projects as a part of its program for fostering new enterprises; this is part of the program to diversify production. While no new programs were recommended by the economic development board, support was continued for the existing experimental and development projects relating to poultry, coffee, cacao, shipping, and bees. During the year a ramie project was terminated for the reason that experimental cultivation gave no indication of commercial success. Each of these major economic development projects is supplied with nonindigenous supervision and Micronesian assistants. For the most part these programs are experimental in nature and serve to determine whether certain pursuits are suited to the natural environment of the area and whether the inhabitants are capable, after training, of undertaking further development in the field. At the same time Micronesians are encouraged to participate in the operation and inspection of the projects so that these projects serve also as demonstration and training grounds. During the year $124,886.38 was contributed by the Island Trading Company to these purposes.

## MICRONESIAN TRADING COMPANIES

While the major part of the import and export trade of the territory is handled by the Island Trading Company, private Micronesian trading companies are being established and their development aided. Such businesses at all the district centers and Kwajalein atoll are assuming an increasing proportion of the economic activities of the territory. They collect the products of the territory and market them outside of the territory. They buy products from world markets, from the Island Trading Company and from wholesalers within the territory.

These companies are variously formed; for the most part they are joint stock companies in which shares are widely held throughout the area which

they serve. One firm, the Ponape Cooperative Company, embodies some of the principles of a cooperative in its organization. It is organized as a corporation with limits on the ownership and transfer of stock and with one vote for each stockholder regardless of the amount of stock owned. In the Saipan area a number of importing and exporting businesses are individual proprietorships.

## MARKETING METHODS FOR IMPORTS AND EXPORTS

Retail business is carried on in the territory by small trade stores scattered throughout the area; these firms are for the most part owned by individuals; local and imported goods are distributed. An estimate of the number of retail businesses by type in the territory follows:

## BUSINESS ORGANIZATIONS

| *Type of business* | *Number of such businesses* |
|---|---|
| Retail stores—General merchandise | 403 |
| Restaurants | 75 |
| Bakeries | 84 |
| Commercial fishing | 48 |
| Transportation | 135 |
| Gas station | 6 |
| Barber shop | 12 |
| Tailor | 10 |
| Sawmills | 11 |
| Trucking | 13 |
| Miscellaneous | 54 |
| Total | 851 |

## NONINDIGENOUS BUSINESS

Nonindigenous private business is permitted to enter the territory to perform only desirable economic functions beyond the present ability of the people, and then under conditions which will ensure the maximum benefit to the Micronesians.

One Japanese company is engaged in working the phosphate deposits on the Island of Angaur. Operations are carried on under controlled conditions which insure the greatest benefits to the Angaurese.

There are several nonindigenous private companies operating in the territory on business of a temporary nature under contracts with the government of the trust territory.

Commercial representatives supplying needs from outside of the territory are permitted to visit established wholesalers at the request of the local businessman. Micronesians make extensive use of mail orderhouses which supply some of the needs of the inhabitants.

## AGRICULTURAL PROGRAM

The agriculture program of the government of the trust territory consists of (1) encouraging and assisting the Micronesians in the production and improvement of their subsistence crops; (2) assisting the natives in the improvement of commercial crops, and (3) experimental work with new crops in an effort to diversify cash crops. Agriculturist agents in the field conduct regular visits throughout the area, study conditions and render direct personal assistance. A significant part of this program is the encouragement of youth groups. The 4–H Clubs continue to prosper and have enlarged their agricultural projects. The island intermediate schools also made considerable progress by establishing poultry and swine projects in addition to their crop activities.

## EXPERIMENTATION

The trust territory agricultural demonstration station on Ponape continued to conduct tests in the growing of basic food crops and to distribute seeds and planting materials among the people. The Saipan agricultural experimental station conducted similar experiments and has distributed many proven varieties of bananas, papayas, sweetpotatoes, yams, and vegetables.

## EXTENSION PROGRAM

The demonstration method is used in encouraging the Micronesians to adopt new practices and to plant improved varieties of crops; the practice or method used is explained so that the type of crops that result are understood. Extension work relating to crops consists mainly in showing how to select and plant crops which have been proven to be superior, demonstrating improved methods of cultivation, and the care that should be given plants. Micronesian farmers were also taught how to fertilize and to improve the texture and fertility of the soil so as to enable them to have better and greater production.



## RESEARCH

The results of the research done by the agricultural stations and the efforts of the extension agents have resulted in the planting of more and better root crops, bananas, papayas, and vegetables on many of the islands of the territory. For example, progress has been made by the Carolinians in the selection and planting of off-season varieties of breadfruit to prolong the supply of this chief staple crop.

## LIVESTOCK

The production of livestock in the territory has increased considerably during the year. Complete restocking of the islands from which livestock practically disappeared during the war has not yet been accomplished. The distribution and rearing of poultry and swine continues to be satisfactory.

## POULTRY

The Truk Poultry Farm distributed over 5,000 month-old chicks, and, although a number of these failed to survive shipment, the remainder have grown and multiplied throughout the islands; from these chickens, several cross-breds have resulted through interbreeding. All districts are now provided with incubators, and hatchings from local and imported eggs have been started on a few of the islands. The problem of providing enough breeding stock for all the islands of the territory will soon be solved.

## HOGS

Redistribution of hogs has continued through purchases among the natives themselves and by transporting them from island to island with native boats and canoes and on government carriers.

## CATTLE

Efforts for the improvement and enlargement of the cattle industry have been continued in view of pastures available on several islands and the small number of cattle left after the war. The natives were assisted by services of government supplied bulls and by advice given on proper management of their small herds. Although the rate of increase of the present herds is continuing satisfactorily, the administration is investigating the possibility of introducing more cattle into the territory through the establishment of a government herd. Continued importation and redistribution of cattle will have a beneficial effect on the diet of the people in addition to making use of the idle pasture areas. Animal diseases found in the islands are controlled by appropriate measures.

## BEEF

A market for beef exists in both the trust territory and Guam and it is quite possible that if the islands were restocked and fully producing, these markets would absorb all the meat that could be produced for some years to come.

In the work to assist the islanders with their livestock raising projects the field extension agent teaches improved practices in feeding, selection and breeding, and care and management of their poultry and other stocks. Again efforts are made to convince the people through demonstrating the improved methods and by showing the actual results obtained therefrom.

## CASH CROPS

Assistance given the islanders in connection with the production of copra consisted of instructions and demonstrations on the proper care of young and old trees, selection and spacing in planting seed coconuts, and proper methods of preparing, drying, and storing copra to produce the high quality product desired for the markets. Some of the trees planted since the war, replacing those destroyed, are now bearing; planting is continuous.

## CACAO

Progress has been realized on the cacao project initiated last year as a major step in the crop diversification scheme. The cacao experiment station on Babelthuap has progressed and it is expected that the first plants in this pilot project will be set out early next year. It is expected that this project will result in the planting of from 200 to 300 acres of cacao which will serve as a demonstration and experimental plantation. During the year plantation road building continued

and the construction of employees' housing was started. During the latter part of the year, a geographer commenced field work to map the areas in Babelthuap possessing topographic features, soils and climatic conditions favorable for cacao production. Preliminary work was carried on at Ponape and the agricultural station on Saipan in collecting and planting selected seeds of cacao from the different islands. From the Ponape station over 10,000 cacao seedlings have been distributed. Two thousand of these went to the Matalanim coconut plantation for interplanting among the coconuts, and about 6,000 were distributed to the Micronesians for home planting. The extension work in cacao consisted of the encouragement of Micronesians to grow cacao as a companion crop to coconuts. Youth clubs in Saipan, Palau, Truk, and Ponape are interested in these projects, and it is expected that they will soon begin to include cacao raising in their programs.

## COFFEE

Coffee as an additional cash crop for the trust territory also offers limited possibilities for immediate development. The low and high islands are adapted to this crop, and because coffee is partly a shade plant, it can be grown as a companion crop for coconut, breadfruit, and other trees. The Saipan coffee plantings are supervised by an expert, and considerable progress has been made in clearing the former Japanese plantations and in harvesting and processing the coffee. This crop is gaining popularity among the natives; on several of the small islands, after many years, modest harvests will partially satisfy a growing native taste for coffee drinking.

## FORESTS

The islands' forest resources are meager, and although the Micronesians exercise great care in cutting and using trees, the natives' total needs for such material cannot now be met. There are four varieties of timber growing throughout the territory that provide lumber for building and construction. These are breadfruit, palo maria, tropical almond, and Eleucarpus yoga. Except for breadfruit, however, the supply of the others is very limited and the chances for their increased propagation especially on the smaller islands is not possible due to the limited land area available. A reforestation program, however, is being studied for the larger islands, including Saipan, Yap, and Babelthuap.

Due to distances between many of these islands, meagerness of crops, expense and transportation problems, lumber from outside the area will likely always be more easily obtainable than the native product. Therefore, the native lumber supply will be, even in the future, on an island or group basis. It is planned to attempt to grow commercial lumber woods, medicinal trees, and plants after experimentation and proper investigations and surveys have been made.

## PEST CONTROL

Insect pest and disease control within the territory is directly under the supervision of the chief entomologist. He studies pests and diseases of plants and livestock and if possible finds methods for their treatment and control.

## ORYCTES RHINOCEROS

The chief crop pests now under study and observation are the Rhinoceros beetles (Oryctes Rhinoceros) attacking coconuts and the giant African snails which destroy vegetables and certain fruit crops. Investigations of the Rhinoceros beetle were continued in the Palaus. The destruction and burning of trees and stumps affected by these beetles is being used as a control measure.

There are indications that those areas of Babelthuap which have been worked over by the beetle control program crew (infected tree and stump removal program) are now recovering from the beetle damage. In the meantime there is still hope that some biological control can be found which will solve this problem. Scolia wasps were introduced from Malaya and Africa into Palau in 1947, 1948, 1950, 1951, and 1952. There is not sufficient evidence that they have survived or are parasitizing the beetle. Predaceous beetles of the family Histeridae were introduced to Palau during this year from Samoa and Africa; it is too early to know their effect on the beetles.

## QUARANTINE REGULATIONS

As a means to safeguard the possible introduction and spread of insect pests and diseases, provisions of the interim regulations regarding the control of pests and diseases were revised and published and efforts to enforce them have been strengthened by the assignment of district quarantine inspectors. Quarantine inspectors of the administering authority, stationed on Guam, have been engaged in the enforcement of the provisions of these regulations.



## MINERALS AND MINING

Minerals in the trust territory are few. The deposits of known commercial value are phosphate in Angaur and bauxite in Babelthuap. During the year, under an agreement with the High Commissioner, the deposits of phosphate were mined by Japanese and a few Micronesians. Until April 1952 the mining was under an agreement with the Supreme Commander for the Allied Powers; on April 25, 1952, a new contract was negotiated between the High Commissioner and the Phosphate Mining Co. of Tokyo. Under this contract a severance fee of $2 per ton of mineral extracted is paid to the High Commissioner as trustee for the Angaur people; the mining company will, at the completion of the present contract, make an additional $25,000 payment to the Angaur trust fund. The severance fee is held in a trust fund in accord with a trust agreement subscribed to by the Angaurese; during the year $13,000 was paid to the Angaurese from this fund. The Angaurese requested the trustee to retain the balance of the annual payment of $15,000 in a special bank account established for them. As of June 30, 1952, the trust fund amounted to $624,917.23. Fifty thousand dollars of the fund have been set aside for economic projects desired by the Angaurese. A special account in the fund has been established for the relief of the Angaurese in case of catastrophe. A processing tax of 15 percent of the value of the ore removed is also paid into the treasury of the trust territory, for use in conservation measures of benefit to any part of the trust territory.

Care has been taken in the conduct of these mining operations to protect the land of the Angaurese. During the year a hydrologist was employed by the trust territory for the purpose of observing the effects of phosphate mining on the ground water resources of Angaur; restrictions have been established regarding the areas to be mined and provision has been made for continuous supervision to ensure that excavation will not damage the underlying fresh water lens. Backfilling in excavated areas will be carried out to establish planting areas and to prevent salt water encroachment.

## MARINE RESOURCES

The seas surrounding the islands of the trust territory provide an important source of food. Subsistence fishing provides reef and lagoon fish which in most areas supply local requirements. The gathering of trochus shell provides additional seasonal income; this produce is exported and is used for makipg buttons and similar items; unfortunately, the market for trochus declined during the year thus resulting in a smaller return for the Micronesians. The collection of specimen sea shells for scientific purposes and for collectors was a minor source of income during the year.

## CURRENCY

The trust territory has no separate currency system. Financial dealings among the Micronesians are still carried on according to their customs. United States currency is the official medium of exchange. No laws and regulations governing currency and exchange have been found necessary; there are no rules of exchange or restrictions on the free transfer of currency.

## BANKS

There is one bank in the trust territory located in the Saipan district. This institution is a branch of the Bank of America National Trust & Savings Association. It serves the Saipan district only.

Banking services for the inhabitants in areas other than Saipan have been made available by the Island Trading Company in order to promote thrift and provide for the safeguarding of funds; deposits of this kind are accepted from all inhabitants including businesses and organized groups in the territory. Interest is paid upon time deposits at the rate of 1 percent per annum computed semiannually on balances which have been continually on deposit for the 6-month period. Total deposits with the Island Trading Company on March 31, 1952, amounted to $45,363.48.

On July 1, 1951, the United States Post Office Department expanded its services to the Trust

Territory; six post offices were established, one at each District Administration headquarters. The postal rates for the United States apply; at present the post offices do not accept postal savings accounts. It is hoped that arrangements can be made for complete postal service in the near future.

## CREDIT

The present credit needs of the trust territory are small, resulting from the very limited requirements for capital goods in the territory. The Island Trading Company through its normal operations provides merchandise credit to meet the needs of wholesale and retail merchants. The economic development fund grants loans for approved new ventures, commercial and industrial.

## TAXATION

There are two taxing authorities in the Trust Territory of the Pacific Islands. These are the government of the trust territory and the various municipalities or local governments.

The taxes levied by the government of the trust territory are as follows:

Copra processing: 15 percent ad valorem on all copra purchased in the territory.
Phosphate processing: 15 percent ad valorem on all phosphate processed.
Head tax: $2 from each male resident between the ages of 18 and 60 years.
Trochus royalty: 1 cent per pound.
Toiletries: 25 percent ad valorem.
Tobacco: 20 percent ad valorem, except cigarettes on which the tax is 2 cents per package of 20.

In addition to the above territorial government taxes, there are some regulatory fees, for example, vehicle driver's licenses, vehicle registration, and boat registration.

All of the taxes except the head tax are collected by the district administration for the treasurer of the trust territory government. The head tax is collected by the municipalities and is used for the purpose of meeting the expenses of the local government. Taxes levied by the government of the trust territory are both direct and indirect.

## LOCAL TAXES

Municipal taxes are levied and expended by each municipality under the supervision and approval of the district administrator. These taxes are levied on a variety of objects such as tobacco, toiletries, liquor (native), gasoline, jewelry, and motion pictures. In addition, a number of local charges are made in connection with licensing businesses, ownership of dogs, etc. For the most part the municipal taxes are direct taxes.

Each municipality determines, subject to the approval of the district administrator: (1) the fees to be charged for the private use of municipal property, services or facilities; and (2) the classes of property subject to taxes and the rate of such taxes.

Municipal officials, including elementary school teachers, are paid in most instances from tax income derived from within municipalities. Some of the local government employees are chiefs, but no one receives payment by virtue of his position as a chief. The municipal taxes are in addition to and entirely separate from any tribal or clan property obligations paid under established native customs which have some resemblance to a tax.

## DIRECT TAXES

Direct taxes and many of the municipal taxes are paid in money and are applicable to all Micronesian inhabitants of any given municipality without distinction.

Tax laws are applied without discrimination to all permanent residents of the trust territory and to all persons engaged in business. The head tax is the same in all areas; other direct taxes vary with the economic status of the municipality.

## LABOR IN DEFAULT OF PAYMENT OF TAXES

If it is determined by the administration that payment in money of a tax would cause undue hardship to an individual, he may work off his tax by labor at wage rates currently established. There is no data available regarding the number of individuals who work off their taxes.

## LAND PROBLEMS

The fullest possible development of land resources in the trust territory is somewhat impeded by the traditional land tenure patterns and the settlement of land ownership problems.



## INDIGENOUSLY HELD LAND

Most of the indigenously held land is under the collective system of clan or lineage ownership. Customary laws relating to land tenure in the territory range from land-holding in fee simple to limited usufruct rights; and from individual ownership to ownership by extended families, clans and entire communities. Although individual private ownership exists in certain localities, as for example, in the Ponape and Saipan districts, this is not a usual condition.

These customary land tenure patterns satisfy, on the whole, basic subsistence requirement. On the other hand, they are of such a nature as to discourage diversified and expanded utilization of land and resources. In this sense the traditional system of collective ownership, combined with a subsistence economy, impedes expanded and intensified utilization of land.

## PUBLIC DOMAIN

Land ownership problems have primarily arisen from the fact that, in contravention of native usages, the former Japanese administration took possession of all unoccupied land as public domain from which long-term leases were granted to Japanese corporations or private individuals. The islanders were permitted to have the use of certain lands. However, the basic title to the land was retained by the Japanese administration. These problems have been further complicated by the destruction of land records and survey markers during the war years.

The public lands taken over from the former administration are now held for the benefit of the inhabitants of the trust territory. The government of the trust territory has custody of about 434 square miles, including public domain and land which had been controlled or owned by the Japanese Government or its agencies, or by Japanese corporations or private individuals, and now under cognizance of the area alien property custodian. No additional public land has been acquired during the past year. Public and private lands, controlled by the administering authority but no longer needed for government purposes, will be returned to the owners or held as a land reserve for homesteading or other purposes. The settlement of land claims, the determination of ownership, and the proposed program for homesteading or leasing of public lands is being carried out by the land titles and claims administrator, an official appointed by the High Commissioner. This administrator works in close collaboration with the staff and district anthropologists. During the year only a skeleton staff of land office personnel was available. A complete staff of land officers, one for each district, is now being recruited and will operate under the supervision of the land title and claims administrator. Releases of land have already been accomplished in the Saipan district. During the last year ownership of contested land has been determined in approximately 200 cases. Land title cases between Micronesians were formerly adjudicated by the district courts. Following the reorganization of the judicial system (Interim Regulation 10–51, Executive Order 26) cases of that nature now fall under the cognizance of the high court which tries them with due regard to customary usage. Several such cases have been tried using the modern method of pretrial conferences.

Land owners who do not regain their previously held land will be allocated appropriate land in other areas. If this arrangement is unsatisfactory they will be reimbursed and given the opportunity to purchase other lands. Where privately or publicly owned lands are required for military purposes the owners will be compensated for the use of the land. Exchanges of public domain for private land will be made where feasible. No land for military purposes was acquired during the past year and some lands formerly used for military purposes have been returned to the owners. Some of the public lands not required by the Micronesians nor for military purposes is being used to homestead landless persons under a plan that will provide, insofar as practicable, for future population expansion. Remaining public lands are being developed by government-sponsored projects or under lease arrangements.

## NONINDIGENOUSLY HELD LAND

Present policy does not permit the acquisition of land by nonindigenous persons or organizations. This has been made a basic policy in accordance with the obligation of the administering authority to "protect the inhabitants against the loss of their lands" (Trusteeship Agreement, art. 6, 2). Nonindigenously held land does not exceed four square miles.

## POPULATION PRESSURE

Despite a high density of population on some of the low islands, population at present levels creates few critical economic problems. In any analysis of the subsistence economy of the Pacific islands, population densities should be considered in relationship to lagoon areas as well as land areas since the inhabitants derive an important part of their subsistence from lagoon fishing. As population growth creates economic stress in the future, especially in places where continuing subdivision of family land will result in too small individual plots, the problem will have to be met by resettlement on territorial lands. However, the long range plan of the administering authority to accommodate population growth is the extension of local production potentials rather than the compulsory relocation of the inhabitants.

## GENERAL SITUATION

Transportation and communication services in the immense area of the Pacific in which the trust territory is located necessarily constitute a basic problem in the administration of the area. The trust territory government has under its control transportation facilities which include both ships and planes which provide scheduled and unscheduled services between six district administrative centers, the outer islands, Guam, the North American mainland, and Japan.

There is no tourist traffic as such at this time worthy of mention and travel to and from the trust territory, other than by local inhabitants and authorized representatives of the Government, consists only of a few visits by commercial travelers interested in the development of trade and the natural resources.

## AIR TRANSPORTATION

Air transportation, which is essential to effective administration of the territory, is provided by four amphibious aircraft, Navy designation PBY, controlled by the trust territory government and operated under contract by Transocean Air Lines. These planes are based on Guam and fly on both a scheduled and unscheduled basis, the frequency varying with local passenger and cargo requirements, to the various district administrative headquarters. Seaplanes are especially suited to operations around atolls and islands where lagoons provide adequate landing areas. Water landings are made at Yap, Koror, and Ponape, and at the seadrome at Ebeye. Airfields provide landing areas at Tinian, Saipan, Truk, Majuro, and under special circumstances, at Kwajalein. Most of the inhabitated islands can be reached in daylight, except during prolonged storms which often disrupt the visiting schedule of the district field trips. A few islands without lagoons can be approached only with risk, for considerable periods of time, because of high-running seas. Most of these small islands have no landing fields or facilities for airborne craft. Air landings must be made during daylight. All air fields in the territory, with the exception of those on miltiary reservations, are operated by the trust territory government. The operation of aircraft and air fields in the trust territory conforms to United States Civil Aeronautics regulations.

## SEA TRANSPORTATION

The trust territory government provides ship transportation between the trust territory and external points through Guam and occasionally, by direct steamer service between the district centers and the North American mainland, as well as with Japan, both on a regular and nonscheduled basis, again depending upon availability of shipping, both commercial and that controlled by the trust territory. Commercial shipping is available between the United States and Guam, but not between Guam and the Hawaiian Islands. The only ships which make regular calls within the trust territory are vessels controlled by the trust territory government, operated under contract by the Pacific Micronesian Lines, Inc. These vessels now consist of seven motor vessels, six of which are employed primarily as station vessels to serve the logistic and field trip requirements of the district administrative centers in making visits to the outer islands and in steamer visits to Guam. These vessels have a capacity of approximately 250 measurement tons and provide space for both cabin and deck passengers. The seventh vessel, of approximately 4,800 measurement tons capacity, is engaged exclusively in logistic services between Guam and the district centers, and occasionally between the district centers and the North American mainland or Japan.



At least once every 3 months the station vessels call at the district centers and the outlying islands delivering mail, parcel post, trade goods, and other freight. They collect copra, handicraft, trochus shells, and agricultural products. These ships provide transportation for trust territory government district personnel engaged in field trip services and also maintain passenger services for the islanders. Port facilities are almost entirely lacking except at administrative centers. At other ports of call ships must frequently anchor within the lagoon or lie outside the reef, necessitating the use of small boats for lightering cargo. There are no inland waterways in the area other than navigable lagoons.

## CONTROL OF SHIPPING

A limited amount of shipping is operated by Micronesians on locally granted permits. A number of sailing craft work among the islands and atolls of the Marshalls and this service is gradually being established in other areas.

Permits for aliens to operate shipping services must be obtained from the High Commissioner. Regulations for the control of shipping are set forth in Interim Regulations 7–51 as amended by Executive Order No. 18, dated November 20, 1951, which now includes the establishment of a board of marine inspectors. This board has the responsibility of licensing vessels and crews to insure safety in operation.

## ROADS

The roads throughout the trust territory vary as to type and state of repair. Those at Saipan, Tinian, Peleliu, and Angaur were constructed of asphalt by the military during World War II and have remained in good condition; those at Koror, Truk, Ponape, and Majuro are built of crushed coral and require constant maintenance. The islanders use an extensive network of foot trails which connect adjacent settlements. There are no railroad facilities.

## COMMUNICATIONS

United States post offices are operated in all district centers to provide air and sea postal service. Airmail service is available to district administration centers weekly and mail for remote islands is carried on the field trip vessels on their periodic visits. Telephonic service is available without cost at each district headquarters with the exception of Yap to administration personnel and to native officials.

Each district center operates a radio station and maintains regular schedules with the naval communication center at Guam. These district-to-Guam facilities are available to all inhabitants of the trust territory for transmission of commercial messages. On Guam, facilities for the world-wide transmission of messages are available. Radio communications from Guam to points outside the trust territory are handled by commercial radio by RCA facilities.

## METEOROLOGICAL SERVICES

Meteorological services are provided locally by the United States Weather Bureau, with stations at Koror, Ponape, Truk, and Yap.

## PUBLIC WORKS

During the fiscal year 1952, the department of public works carried out its regular program of maintenance and upkeep of the physical facilities of the several administrative units, viz: Saipan, Tinian, Koror, Yap, Truk, Ponape, and Majuro. This work included such functions as the maintenance and operation of buildings, grounds, streets, roads, power systems, water systems, sewer systems, refrigeration units, automotive equipment, heavy construction equipment, small craft, service craft and harbor facilities, and petroleum, oil, and lubricant handling and storage. All of the functions listed above were of direct and indirect benefit to the islanders. Noteworthy is building maintenance functions covering the district hospitals and intermediate schools so essential to the health and education of the indigenous peoples.

In addition to the maintenance program, a facilities establishment program was set up in the amount of $220,435 to cover special projects in construction, major rehabilitation, and salvage work which contributed to the general welfare of the people. The following special projects have been undertaken and financed since July 1, 1951, and will be completed by fall of 1952:

| | |
|---|---|
| Repair and rehabilitation of district administration buildings, Saipan | $26,720 |
| Construction of psychopathic hospital, Saipan | 14,850 |
| Construction of intermediate school, Saipan | 7,000 |
| Repair and rehabilitation of district administration buildings, Koror | 26,720 |
| Repair and rehabilitation of district administration buildings, Yap | 9,335 |
| Construction—addition and improvements to hospital, Yap | 29,850 |
| Repair and rehabilitation of district administration buildings, Truk | 26,720 |
| Repair and rehabilitation of district administration buildings, Ponape | 25,720 |
| Repair and rehabilitation of district administration buildings, Majuro | 26,720 |
| Construction of diet kitchen building for hospital, Majuro | 1,800 |
| Construction of copra warehouse, Majuro | 25,000 |
| Total cost of special projects | 220,435 |

## HOUSING

The living conditions of the indigenous personnel are being continually improved. The administration through its department of public works has assisted in the improvement of housing by making available surplus materials and war-generated building scrap, and by the continued operation of saw mills at Palau, Truk, and Ponape for the production of lumber from local timber. In addition to this, the department of public works lends its assistance in design and supervision together with instruction in the various building skills to the local inhabitants.

The Island Trading Company stocks basic hand tools and hardware which includes such items as hammers, saws, chisels, miscellaneous construction tools, nails, screening, paint, and other building accessories for sale to local inhabitants at reasonable prices.

At the present time, there is only one mining operation being carried on in the territory. This is located on Angaur Island, Palau district. The indigenous people employed in this enterprise find suitable housing in the local community. Japanese contractors and technicians engaged in this mining project are housed in barracks which were erected during the war for American military personnel.

## TOWN PLANNING

Town planning and zoning projects are in the design stage. A community (public buildings, water catchment, taro pit, sewage, and drainage facilities) has been constructed beside the sheltered lagoon on Ebeye Island of the Kwajalein Atoll. This provides housing for the Marshallese workers employed on Kwajalein Island. Transportation to and from Kwajalein is provided the workers.

Considerable improvement of public utilities has been accomplished during the past year as part of the public works program. Utility service is furnished at reasonable cost to the indigenous peoples whose homes and establishments are adjacent to the existing systems and to some of their enterprises.

## APPROPRIATION OF FUNDS

The ordinary and extraordinary expenses of administering the trust territory are met by appropriation of funds by the administering authority through the Department of the Interior and by funds derived from local revenues.

## BUDGET

The amount of the funds appropriated is ascertained by making a thorough study of expenditures for previous years, of estimates submitted by the district administrators, and of future programs proposed by the various staff administrative divisions. Based on past experience and current trends, an estimate of local revenue is made and included in the over-all budget. The funds necessary to supplement the local revenue are requested by the High Commissioner and included by the Department of the Interior as a part of the request for appropriations under United States budgetary procedures and are ultimately appropriated by the United States Congress. The amounts of local revenue, funds available for expenditure, and actual expenditures for the fiscal years 1948, 1949, 1950, 1951, and 1952 are shown in statistical appendix No. 4.

## SOURCES OF LOCAL REVENUE

The principal sources of local government revenue are taxes, license fees, and court fines and fees. The following specific items accrue to the local municipal treasuries:



(1) Head tax ($2 per annum).
(2) Business license fees.
(3) Sales taxes on luxury items.
(4) Property taxes.
(5) Utility fees and service charges on municipally owned property.

## LOCAL EXPENSE

The principal items of local municipal expenses are the salaries of municipal officials and the maintenance of municipal buildings, roads, walks, bridges, and wharves. Often local revenue is insufficient to meet these expenses and the district administrator may, at his discretion, grant financial assistance to meet the deficit. Much of the assistance needed is for the support of elementary schools.

The principal items of government expenditure and the amount of both revenue and expenditure are detailed in the budget for the past year and are included in statistical appendix No. 4. There is no public nor rural indebtedness in the trust territory.

As of June 30, 1952, the funds in the general fund treasury of the trust territory amounted to $1,117,425.48 in cash with which to cover unliquidated obligations of $1,066,313.86, leaving a net unobligated balance of $51,111.62. The trust territory general fund held no securities at June 30, 1952. In addition to these monies, the Angaur mining trust amounted to $13,985.70 in cash and $610,931.53 in securities.

## CURRENCY CLAIMS

Plans for the reimbursement of the people of the trust territory for yen which were held prior to the occupation of the islands have been under study during the past year and a survey made by the High Commissioner of all claims for yen. Arrangements for the settlement of the postal savings claims and other types of claims are under active consideration.

*Chapter VI*

# Social Advancement

## GENERAL PROGRAM

THE PROGRAMS of the administering authority for the development of self-government, economic self-sufficiency, medical care, and education are all intended to contribute to the improvement of social conditions. These programs, together with the customs of the local social systems, provide the necessary guaranties for social welfare and social security.

## INDIGENOUS SOCIAL SYSTEM

Primarily the social welfare of the people is assured by the system of relationships which exist within their society. Ties of family, clan, neighborhood, and tradition link the people in complex relationships in which every individual is assured of assistance when needed. The care of widows, orphans, and abandoned children, the poor, the ill, and all unfortunate people is the accepted responsibility of the indigenous society. Such a social system has removed fear of individual want or incapacity. To this indigenous pattern of security and always within the bounds of local custom, the administration has added the knowledge and facilities of modern science.

## ADMINISTRATION

The basic social customs and conditions are under continuous review. Working most closely with the problem is the staff anthropologist and six additional anthropologists, one of whom is attached to each of the six district administration units.

The district administrator and the internal affairs officer in each district have the immediate responsibility for the social welfare of the people. They are advised by the anthropologist whose duties consist of fact finding on specific current problems, translations, interpretation and codification of indigenous laws and customs, studies of land use, investigation of claims and recommendations for educational programs.

## NEW LEGISLATION

During the past year, new social legislation has been promulgated directed toward maintaining the established policy of fair employment in the government service (Executive Order No. 14); setting up new policies for pardoning or paroling of convicted persons (Executive Order No. 16); authorizing district administrators to perform marriage ceremonies (Executive Order No. 20); and governing residence (Executive Order No. 24).

## FUNDS

Funds for social welfare are provided by the administering authority and amount to a high percentage of the appropriation. The total revenue collected by the municipalities is barely sufficient to pay the salaries of indigenous administrators. Local funds over and above administrative expenses are administered by the municipal governments for their own welfare. The administration has not asked the people of any locality for voluntary contributions on behalf of their welfare program.

## ASSISTANCE

Assistance in social work is given the administration by the American Board of Commissioners for Foreign Missions and the National Catholic Welfare Conference through their missionaries.

The American Red Cross and the Junior Red Cross have contributed educational material for the schools and Christmas gifts for the children.

The benefits of the social welfare program are

available to all. The provision in the bill of rights which states that there shall be no discrimination on account of sex, race, or religion in the trust territory is as scrupulously observed in welfare measures as it is in political and judicial affairs.

## POSITION OF WOMEN

The administering authority recognizes the equality of women in all matters but makes no attempt to impose this arbitrarily. There is no written law regarding the legal capacity of women other than the bill of rights, but in practice no occasion has arisen which would make a ruling on this necessary. The administration recognizes no occupational barriers or legal restrictions against the employment of women because of their sex and they receive equal pay for equal work. By local custom women do not usually engage in certain activities in the community life such as fishing and boatbuilding which are considered men's jobs. Women are not discriminated against educationally and they have eagerly sought the chance for selection and training for government service in nursing and teaching. Women have equal voting rights and are demonstrating an increasing desire to participate in the management of local affairs.

The Marshallese Congress includes five women while two women are members of the Palau Congress. The administering authority encourages such participation.

## FREEDOM OF RELIGION

Full freedom of thought and conscience and free exercise of religious worship and instruction are guaranteed to all people. The majority of the inhabitants of the trust territory are adherents of some form of Christian religion, and there are many indigenous pastors. Catholic and Protestant churches and schools are located throughout the area and are free of any regulations by the administration except in regard to curriculum standards. Indigenous religions, which for the most part are primitive island faiths, are extant in certain areas, mainly Yap and the Palaus. Few of the aboriginal beliefs which could be detrimental to the social objectives of the administration remain, and no measures have been taken either to curb or to promote ancient religious practices.

## MISSIONARIES

There are approximately 65 nonindigenous missionaries distributed throughout the trust territory. The American Board of Commissioners for Foreign Missions and the Society of Jesus represent the predominant mission groups. A separate Catholic diocese for the trust territory has recently been created with jurisdiction over all administrative districts except Saipan. A bishop, belonging to the Jesuit Order, is Vicar Apostolic for the area with headquarters at Truk.

The majority of these missionaries have been assigned from the United States; a small group of German missionaries in the Caroline Islands and a few Spanish missionaries in the Carolines and Marianas remain from an earlier era.

## FREEDOM OF THE PRESS

Freedom of the press is guaranteed by the bill of rights. News bulletins, mimeographed and distributed at some of the district administration units, have a limited circulation in the native communities adjacent to the district headquarters. The Micronesian Educational Association, the Pacific Islands Central School, and the intermediate schools issue publications of interest both to educators and the local inhabitants. Newspapers, edited and published by indigenous residents of Truk and Saipan, with a moderate circulation in these districts, do not exert any great influence on public opinion. The administration places no restrictions on the rights of nonindigenes who may be authorized to visit or work in the area to write and publish material.

## SLAVERY

No slavery nor any practices akin to slavery exist in the trust territory.

## PERSONAL FREEDOM

Restrictions on the personal freedom of the inhabitants have been made only in the case of medical quarantines or in proper criminal proceedings against individuals.

## FREEDOM OF MIGRATION AND MOVEMENT

The inhabitants of the trust territory are guaranteed freedom of migration and movement within the territory, subject only to the requirements of public order and security (Trusteeship Agreement, art. 7, and Interim Regulation No. 6–51) and to the availability of transportation.

Because of the structure of Micronesian society there is no vagrancy problem and therefore vagrancy is not a penal offense. Frequent travel to Guam takes place for educational or medical purposes, or simply to visit relatives. Permanent emigration to Guam is permitted when the prospective emigrant obtains an immigration permit.



## FAMILY LIVING STUDIES

In view of the lack of available information on the living conditions of trust territory indigenes residing in Guam, the district anthropologist in Saipan was instructed to conduct a survey on Guam of the conditions under which trust territory residents live on that island. The Governor of Guam evinced much interest in the survey and assured full cooperation of the various government departments.

## DISPLACEMENT OF POPULATION

The slight displacement of population within the territory is not sufficient to create lasting social and economic consequences. The voluntary movement of a limited number of Saipanese to the islands of Agrihan and Alamagan has aided the economic advancement of the Saipan district, and the adjustment of these people to an agricultural mode of life has, with the assistance of the administration, progressed satisfactorily.

## IMMIGRATION

Problems such as arise from the return of ex-service men and women or from immigration do not exist in the trust territory. There are no ex-service personnel. In the interest of the indigenous inhabitants, entry to the territory for residence or other purposes is by special permission of the High Commissioner. The vastness of the area and the very limited transportation facilities minimizes the possibility of illegal entry into the area. Control of immigration into the territory applies equally to nationals of all countries including the United States.

At the present time a plan to allow 87 citizens of the Trust Territory of Nauru to visit relatives in the Marshall and Caroline Islands is pending. The administering authority of the Trust Territory of the Pacific Islands has already signified its willingness to facilitate the visit provided that certain stipulations are met. These include proof of good health, financial independence, and acceptance by their relatives as guests or permanent residents. The administration is contacting the relatives of the Nauruans in the Marshalls and Carolines and as soon as their acquiescence is obtained, the administering authority of Nauru will be so informed.

## STANDARD OF LIVING

The standard of living varies from one part of the territory to another. The over-all picture is one of continuing improvement in proportion to development in fields of economy, health, and education. The principal economic achievement of the territory has been an increase in the amount of income which the inhabitants can realize from their own efforts.

There are no longer large numbers of nonindigenous persons using the major portion of the local resources. This fact, together with better education and improved health, has materially improved their way of life since the war.

## GENERAL LABOR SITUATION

A slightly changing emphasis is taking place in the field of labor relations in the trust territory. The economy, as has been stated, is largely one of subsistence, with the majority of the islanders engaged in subsistence agriculture and fishing. Approximately 5,000 persons are gainfully employed for wages. Approximately one-third of this group work for the district administrative units; the balance engage in small-business enterprises, in salvage operation under civilian contracts, in work for the military, and in private employment. Copra making and handicraft, considered household operations, are engaged in by most Micronesians in all districts.

## LABOR PROBLEMS

A primary labor problem is posed by the large number of people who want to live in the community centers. Consequently, the efforts of the administering authority have been concentrated

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on building and maintaining a satisfactory labor structure for the islanders. One major step in this direction is the review of classification and wages which commenced during the year aimed at correcting past inequities in the classification and pay system.

Other progress noted during the year includes the survey on the establishment of an employment program and the carrying into effect of a leave program for Micronesian employees of the district administrative units.

## ADMINISTRATION

The personnel director on the staff of the High Commissioner has cognizance of labor, wages, and associated functions of employees of the trust territory government. In the district units the internal affairs officer is responsible for labor affairs, either handling the matters directly, or giving supervision to a Micronesian-managed office of labor affairs. In addition to handling the general details of labor administration, all requests and applications for work with the administration are screened in the internal affairs offices.

## RECRUITMENT OF LABOR

There is no organized recruitment as such for Micronesian laborers, most such hiring being the result of selection through the internal affairs labor offices. In general, the knowledge that positions are open is sufficient to bring forth applicants. On the basis of recommendations, interviews, and demonstrations of qualifications, indigenous laborers are classified according to the type of work they prefer and which they are qualified to perform. The expenses in connection with labor functions are met by general administration funds.

In the matter of jobs with the administration, it is the policy of the trust territory to hire Micronesians for all positions for which they are qualified, and to employ islanders of the highest mental and physical qualifications and local prestige, to the end that the business of the trust territory will be administered in the most efficient and economical manner, that employment in the government of the trust territory will have high prestige value among the Micronesians, and that the most promising Micronesians will receive training in the functions of government. Nonindigenous persons are employed only in positions for which no qualified Micronesians are available. (See statistical appendices.)

The administration realizes that because of the constant need in local communities for workers to engage in fishing and subsistence agriculture, the prolonged absence of a high percentage of able-bodied men from any village would be detrimental economically as well as socially.

## JOB TRAINING

A program of on-the-job training is handled by the various departments under the direction of the personnel department for all employees of the trust territory, and vocational training is given in the intermediate schools or in specialized classes above the intermediate school level. For the training of skilled and professional workers required for economic and social advancement, see the section on education.

Work hours, rest periods, and holidays are generally controlled by established local customs; government employment is based on a 40-hour week, work hours being adjusted where necessary to conform with local customs. Working conditions are uniformly good, and, as in all aspects of social welfare, the benefits of the indigenous social system and of the trust territory administration program are available to all.

## EQUAL REMUNERATION

The policy of equal pay for equal work in a district applies to all employees regardless of sex, race, nationality, religion, or clan association. No contracts or sanctions are applied to Micronesian labor. Indebtedness among wage earners does not represent a serious problem.

## LABOR IS VOLUNTARY

All labor is voluntary except penal labor. This type of labor is utilized by the Administration for municipal and district administration projects.

## LABOR CONDITIONS

Healthy and sanitary conditions of employment are an integral part of the administration's health program. Medical inspections in connection with employment are required of food handlers as part of the health program, of constabulary officers and domestics.



## JOB OPPORTUNITIES

Opportunities exist in the territory for the employment of both skilled and unskilled laborers. The former especially are in demand. In most districts the number of skilled positions in public works, medical, clerical, and educational fields still exceeds the number of trained personnel available to fill them. The problem of finding manual workers is practically nonexistent.

The administration does not hire persons under 14 years of age. Government employment is open to both sexes on an equal basis but local customs so closely regulate the occupations entered into by men and women, that discrimination on the basis of sex is rarely a problem for the employer or the administration.

## FREEDOM OF MOVEMENT

Freedom of movement within the territory is guaranteed by the bill of rights, subject only to the requirements of public order and security. There have been no instances of Micronesians leaving the territory in search of employment apart from the movement of a few individuals and small groups to Guam. No serious problems have been created by this instance of labor migration except for Palau; and a Palau committee has been formed on Guam to act as a welfare and recreation outlet for the approximately 200 Palauans away from their home island.

## LABOR LEGISLATION

Fundamental legislation controlling labor in the trust territory is stated in Interim Regulation No. 4–48, chapter 5, (bill of rights) and chapter 13 (economic controls). These laws, while not extensive and of general nature, have to date proved adequate because of the small amount of industrial employment within the trust territory and the lack of any large industry controlled by islanders or a government agency. Since the Administration itself is the largest employer of labor on regular salaries, it has been possible to regulate labor relations satisfactorily by administrative action alone. This would be totally inadequate in a more complex society or in one more highly organized industrially. A certain amount of absenteeism results because of the seasonal harvesting of foods and marine products.

This is not considered serious and the various districts have made administrative arrangements to allow for these essential functions. Work attendance naturally is not as regular as in other areas where economic compulsions are greater. To reduce absenteeism and raise the efficiency standard of islander employees, the administration directs the worker's attention to the responsibilities they assume upon accepting employment and has established a system of leave for its employees to provide time off for workers for the harvesting of food supplies and other items. Freedom of association and petition to the government are guaranteed by the bill of rights.

## TRADE UNIONS

Trade unions, though not prohibited, are nonexistent. The only restriction on the right to strike in the territory is the prohibition against striking against the government. No employers or employees were charged with or convicted of any offense against existing labor legislation during the past year.

Where necessary, explicit regulations have been enacted to insure that the local inhabitants who are on the administration payroll suffer no indignities and are given an equal share of the desirable and undesirable jobs.

The trust territory personnel manual states, in connection with industrial relations, "Employees have the right to join or refrain from joining any lawful union, association, or organization. No employee may strike against the Government or join any organization which claims the right to strike against the Government. It is the policy of the trust territory to encourage understanding between management and employees.

"Employees often express themselves more freely through organized groups than individually, and discussions between representatives of organized groups and management officials is often of mutual advantage. The above policy statement, although equally applicable to United States citizens and Micronesian employeees, is intended for immediate application to United States employees."

## LABOR PROBLEMS

Labor problems, while not serious in the trust territory, nevertheless merit a greater degree of attention in certain areas than in others. In Saipan, for example, there is a need for more skilled laborers than are available. In Palau, where the ravages of the coconut beetle have destroyed copra production, a greater number of people wish job employment than can be supplied.

## INDUSTRIAL RELATIONS

A work stoppage developed at Majuro during the year, which was resolved by bringing wages into closer agreement with those paid by the military at Kwajalein. A walk-out of public works personnel occurred at Palau in a demand for higher wages. The stoppage, while not completely resolved, resulted in the employees signing "no strike" affidavits, and returning to their jobs pending a settlement of the dispute based on the wage and classification survey being made throughout the territory.

A supervising safety inspector was named to the trust territory staff during the year, to spend his time among the several districts conducting a comprehensive industrial health and safety program, inspecting working places for safety and industrial health hazards, and in training workers in industrial safety.

## MICRONESIAN EMPLOYEES

As of June 30, 1952, the following numbers of Micronesians were employed for wages by the district administrative units and by private nonindigenous employers.

| District | Distad unit | Private nonindigenous employers |
|---|---|---|
| Marshalls | 229 | 59 |
| Ponape | 255 | 131 |
| Truk | 276 | 56 |
| Saipan | 390 | 438 |
| Yap | 150 | 25 |
| Palau | 255 | 96 |
| Total | 1,564 | 805 |

District administration Micronesian employees work in the various departments of the administrative units: Administration, operations, internal affairs, economics, education, district attorney, public health, finance and supply, public works, constabulary. Islander employees of private nonindigenous employers include domestics and workers employed by the Missions, the Island Trading Company, salvage operations, the Phosphate Mining Company, and military and allied operations. (See also statistical appendix.)

This total of 2,314 Micronesian employees for wages is increased by approximately 3,000 other wage earners engaged in small businesses and occupations such as handicraft and copra making and fishing. There is no industrial home work in the territory, the nearest approach to it being home manufacture of handicraft which is on a private enterprise basis.

## OUTSIDE LABOR RECRUITMENT

Workers recruited from outside the trust territory consist of United States Civil Service employees of the trust territory, employees of civilian contractors performing services for the administering authority, and laborers in the Angaur phosphate mine. Civil-service employees are specialists in the problems of the area, administrative officers, medical officers and technicians, and educators. They are hired under excepted civil-service appointments. Housing is furnished them by the trust territory government at an established rental fee, and they are returned to point of recruitment at the end of a 2-year employment agreement. Civil-service employees total 301, as of June 30, 1952, of which seven are aliens, and the remainder American citizens.

The alien group consists of doctors, court reporters, and dependents of American employees, and include Australian, New Zealand, Chinese, Canadian, and displaced European citizens. (See statistical appendix for particulars of civil-service recruitment.)

Employees of civilian contractors are recruited in the country in which the employer is registered and under the employment regulations of that country. The majority of such workers employed on June 30, 1952, were 330 Japanese laborers in the Angaur phosphate mining operation. All nonindigenous workers are returned to their homeland upon the expiration of their contracts, and are not permitted to settle in the trust territory. One displaced person doctor died during the year at Truk. No other deaths among nonindigenous personnel have been reported.

Separate camps are maintained for the nonindigenous alien labor crews, and housing and messing arrangements are provided by the organization, or company employing them. Because housing is of the barracks type, wives are not allowed to accompany the laborers. No instances of trouble between nonindigenous workers and the islanders have arisen. Civil-service employees are allowed, as housing will permit, to bring their families to the trust territory. They are housed in areas generally removed from the island villages.



## PUBLIC HEALTH PROGRAM AND OBJECTIVES

The objectives of the public health program for the trust territory are to improve the health and sanitary conditions of the Micronesian people; to minimize and control communicable disease, and to promote as high a standard of medical and dental care as is practicable for all inhabitants. The public health department also promotes and encourages scientific investigation in the health field, and cooperates with persons and institutions interested in investigation of problems of particular importance to the people of the trust territory.

## LEGISLATION

During the first year of administration, under the Department of the Interior, the basic laws and regulations of the previous Navy administration remained in force and in general were adhered to. They are as follows: Health service policy for the Trust Territory of the Pacific Islands, issued on August 5, 1947; interim health service program for the Trust Territory of the Pacific Islands, public health rules and regulations for the Trust Territory of the Pacific Islands, and medical practice in the trust territory, all promulgated on November 28, 1947; Interim Regulation 4–48, chapters 2 and 7, trust territory health department Order No. 1–51, entitled "Hansen's Disease; Regulations Regarding Care and Disposition of Patients," and trust territory health department Order No. 2–51, entitled "Public Health Department Employees, Pay and Allowances for."

During the year the foregoing orders and regulations of the previous regime were interpreted and clarified by a series of public health memoranda.

## SANITARY CONVENTION

As a result of an agreement including the trust territory within the geographical scope of the South Pacific Commission, the trust territory has become an active participant in the projects of the Commission. Recommendation has been made for association of the trust territory with the Western Pacific region of the World Health Organization with headquarters in Manila. Although no official connections have been made with any organization promoting international sanitary conventions, these conventions are observed in practice.

## ADMINISTRATION

The director of public health, a member of the staff of the High Commissioner of the Trust Territory, has cognizance of and maintains control of all public health matters within the trust territory. District directors of public health located in each district center are professionally responsible to the director of public health. All activities of the department, including the administration of hospitals and dispensaries, the medical training of indigenous personnel and the conduct of medical surveys and research projects, are subject to his supervision. District administrators, through the district directors of public health, are responsible for the enforcement of health and sanitation regulations within their respective districts.

## FINANCE

Approximately 98 percent of the expenses of public health department are met through appropriated funds. Only 2 percent of the cost of the department is collected through nominal fees for medical services in the districts. The sum of $639,377.01 was allotted from appropriated funds for the public health program in the trust territory for the fiscal year 1952, compared with approximately $300,000 allotted for 1951.

## VITAL STATISTICS

Vital statistics are gathered by the internal affairs section of the district administration when

visiting the outlying islands on regularly scheduled field trips. Cooperation by the internal affairs section and the public health section has been arranged in order to assure accurate figures on vital statistics, though the scattering of the population throughout many isolated islands makes the collection of accurate data very difficult.

## PERSONNEL

The public health department of the trust territory continues to supply nonindigenous professional and administrative personnel. Nonindigenous personnel includes district directors of public health (registered physicians), dentists, hospital administrators, nurse supervisors, sanitarians, and necessary X-ray, laboratory, and medical records librarian personnel for educational and supervisory purposes. There are no medical missionaries in the trust territory.

## MICRONESIAN TRAINEES

The first Micronesian trained to become a licensed medical practitioner under the present administration was awarded his license during fiscal year 1952. The remainder of the graduates of the School for Medical Assistants, Guam, and the Central Medical School at Suva are now serving their internships in various district administration hospitals throughout the territory. Two interns served during 1952 at the Hilo Memorial Hospital, Hilo, T. H., where they specialized in the study of opthalmology. The total trained medical and dental Micronesian personnel increased from 37 in 1951 to 52 in 1952.

Fifty students are currently studying medicine, dentistry, and sanitation at the Central Medical School at Suva, Fiji. Five students graduated from the X-ray school functioning on Saipan. A school for nurses has been established at Truk, and a competent nurse-educator employed to supervise the training of Micronesian nurses. Professional training in medicine, dentistry, sanitation, and nursing is available to the Micronesians without discrimination.

## TRAINING

Other Micronesians continue to be trained and employed at the district hospitals, dental clinics and dispensaries, as medical and dental assistants, health aides, dental aides, and nurses' aides. These trainees learn the techniques of first aid, simple laboratory work, dispensary medicine, and sanitation. After training they return to their home islands to serve as resident health personnel in the outlying dispensaries. These dispensaries are visited regularly by the administration medical, dental, and sanitation personnel touring the islands on field trip parties to deliver medical supplies, hold clinics, inspect sanitary conditions, and effect transfer of the seriously ill to the district hospitals.

## HOSPITALIZATION

Hospitalization for the majority of seriously ill patients is undertaken by the district hospitals. Patients requiring highly specialized medical service are transferred to the Guam Memorial Hospital at Guam. Active leprosy cases are treated at the trust territory leprosarium at Tinian. All psychiatric patients are transferred to the new 20-bed psychiatric unit constructed this year in Saipan.

## MATERNAL AND CHILD CARE

Maternal and child health care is available through the district hospitals and the outlying dispensaries. On the outlying islands trained health aides and nurses' aides are responsible for maternal and child health as a part of their duties to the community as a whole. The incidence of diseases peculiar to pregnancy and childhood is not great. Most hospitals maintain prenatal and postnatal clinics, and an increasing number of Micronesians are using hospital facilities for delivery.

No midwives are officially recognized in the trust territory. In fact, the practice of native midwifery, typical in most similar cultures, is disappearing as increased use is made of hospitals, dispensaries, nurses, and health aides.

## IMMUNIZATION

Through the district hospitals, dispensaries, and field trips, vaccination for smallpox and inoculations for typhoid, diphtheria, and tetanus have been provided to a large number of Micronesians. Immunization of school children is carried out annually.



## UNQUALIFIED MICRONESIAN PRACTITIONERS

A decreasing number of unqualified practitioners relying on continued popular acceptance of traditional island concepts of disease continue to carry on their unsanctioned work. Increasing usage of district hospital facilities demonstrates confidence of the Micronesians in modern medicine. The use of unqualified practitioners is rapidly declining.

## DISEASES

The principal endemic diseases, still existing in the trust territory, are tuberculosis, enteric parasitism, filariasis and leprosy. Intestinal parasites include ascaris, hookworm, whipworm, and pinworm. Amebic and bacillary dysentery are still serious health menaces, and filariasis is still widespread in the Caroline Islands.

During the year 28 leprous patients, whose disease was arrested, were returned to their home islands, so that the number of patients at the Tinian Leprosarium dropped from 123 to 109. The rapidly declining incidence of active yaws in the territory can be ascribed to the effectiveness of antibiotics available at all hospitals and dispensaries. Endemic and epidemic respiratory infection, while common, are usually of a minor nature, although pneumonia and laryngo-tracheobronchitis occasionally occur.

## VENEREAL DISEASE

Gonorrhea continues to be the most common venereal disease, although antibiotics are controlling the incidence with success.

## PROSTITUTION

Prostitution is not a problem in the trust territory.

## RESEARCH AND SURVEY

During the year a controlled pilot study was commenced on the island of Saipan for testing the use of the new drug isonicotinic acid hydrazide in treatment of tuberculous patients. Currently there is being instituted an island-wide X-ray survey to determine the incidence, and isolate for treatment, all tuberculosis cases among the Saipanese population.

## MEDICAL FIELD TRIPS

During the past year frequent medical field trips visited the outlying islands in each of the districts. The public health team on these trips included a nonindigenous doctor or a Micronesian intern, a sanitarian, and in those districts where dentists are stationed, a dentist accompanied the group. Both dental and medical clinics were held on all the islands visited, and a sanitation inspection completed.

## FILARIASIS RESEARCH

During the year the administration, in cooperation with the United States Navy, continued an extensive investigation of the filariasis problem in the trust territory, including visits to all of the districts. The objectives of the project are (1) to determine the geographical limits of the disease; (2) to identify the species of etiologic agent and vector present in various areas; (3) to develop effective measures for controlling the insect vector and (4) to explore methods of treating existing filarial infections.

## NUTRITION

Nutrition among the people of the trust territory continues to be generally satisfactory. The island diet consists mainly of locally produced foodstuffs: Fish, taro, breadfruit, pandanus, arrow root, coconut, yams, manioc, sweetpotatoes, papaya, limes, and fresh chicken, duck, and pork.

The Micronesians supplement these foods with rice, flour, sugar, lard, and canned milk, meat, and fish which are imported by the Island Trading Company. Special supplementary feedings for school children are not generally considered to be necessary. Experienced agriculturalists, entomologists, and husbandmen retained by the administration work constantly to protect and develop local food resources. During the last year a nutritional survey in the Truk and Majuro districts has been made to discover any deficiencies or imbalances that may exist in the island diet.

## SANITATION PROGRAM

The program for improvement of sanitation in the trust territory depends upon (1) enforcement of public health regulations by local health aides and civil officials; (2) inspection of living areas by district health officers; and (3) education of Micronesians in the fundamentals of preventive medicine. Infraction of a public health regulation is punishable. Areas in the vicinity of district headquarters are inspected frequently by health officers and outlying islands are inspected regularly by visiting field trip parties. During such inspections, medical personnel point out conditions that represent health hazards, explain to the community officials the need for corrective measures, and remind them of their responsibility for community health and enforcement of regulations.

## WATER SUPPLY

Water supply varies with the type of island. On the low coral atolls, fresh water is usually derived from small rain catchment arrangements, using concrete cisterns for storage. Wells are often of poor quality. On the high islands, spring water, well water, and rain draining off uninhabited water sheds provide more than adequate supplies. The importance of maintaining clean water storage facilities, screened over to avoid contamination and mosquito breeding, is emphasized in sanitation inspections and teaching programs. Rigid standards are observed in the inspection of the water distribution system and this has been effective in preventing water-borne diseases.

## FOOD DISPENSING ESTABLISHMENTS

Establishments preparing and dispensing food must be licensed and inspected periodically. Food handlers are given physical examinations as often as practicable.

## WASTE DISPOSAL

Medical personnel carrying out sanitation inspections and health education programs continue to encourage the construction and regular use of facilities for the sanitary disposal of human waste. Inland and over-the-water type toilets are both recommended. The use of night-soil is forbidden by law. Garbage and other refuse is disposed of by burying or burning.

## PEST CONTROL

Programs for the control of rodent and insect pests have relied most heavily on efforts to eliminate food sources and breeding grounds. Deep burying of garbage and refuse, draining and filling of stagnant water reservoirs near living areas, and community clean-up programs have accomplished some reduction in fly, mosquito, and rat populations. Rat poison and DDT have been of value on severely infested islands.

## DRUGS

The people of the trust territory are not addicted to the use of narcotic drugs. The only narcotics used in the area are administered by district directors of public health or medical officers for medical purposes only. Regulations relative to the importation, sale, manufacture, and distribution of drugs and pharmaceuticals are contained in Interim Regulation No. 4–48, chapter 7. International regulations relating to narcotics are followed. Reports are furnished the Permanent Central Opium Board, Geneva, Switzerland.

## ALCOHOL

Alcoholic beverages are not manufactured on a commercial scale in the trust territory. Manufacture by individuals for personal use in accordance with indigenous tradition is permitted subject to community control. The importation of spirituous beverages for the use of Micronesians is illegal except in the Saipan district where beer, without limitation as to alcohol content, is allowed to be imported.

## PUBLIC HEALTH EDUCATION

Health education promises to be the most effective means of improving public health conditions in the trust territory. The fundamentals of hygiene, sanitation, and preventive medicine are taught by administration personnel in elementary, intermediate, and teacher training schools. Island chiefs are instructed in the need for solution of community health problems and the assistance of the chiefs is enlisted to aid in convincing the people of the value of the program. Well-trained practitioners, health aides, and school teachers serve effectively as spokesmen for modern concepts of disease. The administration is taking every opportunity to extend the advantages of modern medicine to the people of the trust territory through education rather than through coercion. It is gratifying to report that the islanders are interested and cooperative in the implementation of the public health program.

*Chapter VII*

# Educational Advancement

## POLICY AND AIMS

THERE CAN BE no gainsaying the fact that any advancement made by the peoples of Micronesia can best be made through the medium of education. In this regard education should be thought of in its broadest aspects and should include every activity aimed at the advancement of the people whether it is in the political, economic, social, or educational field. If the main purpose for the administration of the trust territory is to provide for the development of the people along all lines of human endeavor, then education is pre-eminent whether it is in the district congresses, the public works shops, the hospitals, or the schools. This is another way of saying that all departments of administration must be thoroughly integrated around the main task which is the advancement of the Micronesian peoples.

The Charter of the United Nations and the provisions of the trusteeship agreement set the basic educational objective for the administering authority. To implement this objective of promoting the educational advancement of the inhabitants, a system of free public elementary and intermediate schools has been established and is being maintained. These, along with other educational opportunities, facilitate the vocational and cultural advancement of the people. Opportunities are also provided for students to pursue professional training.

## EDUCATION DEPARTMENT

The education department is responsible for carrying out the broad policy and aims of the administering authority; in addition, it has the task of formulating the more specific policy and objectives. The educational staff in the headquarters of the High Commissioner is composed of the director of education, a field assistant, and a secretary.

## DISTRICT ADMINISTRATION

There is an educational administrator in each of the six districts, who implements the educational policies of the administering authority; provides leadership for the conduct of educational affairs in his district; and is responsible for strengthening, unifying and improving its educational programs. He is a part of the staff of the district administrator. Each district also has a Micronesian superintendent of schools, who works closely with the educational administrator and takes over as many of the educational tasks of his district as he is prepared to assume.

## ADVISORY COMMITTEE

The education department is assisted in establishing policies and developing programs by an advisory committee on education for the trust territory. This committee was established in 1947 and is composed of distinguished educators from Hawaii. They meet periodically at the headquarters office for discussion of broad policy and programs. Subcommittees of the whole give detailed study to specific problems and make recommendations concerning their findings.

## SCHOOL TERM

The school year consists of 180 days. The school day for primary children is approximately 3½ hours, and for children from the third through the sixth year it is approximately 4 hours.

## ELEMENTARY SCHOOLS

During the past year as a result of conferences which the director of education held with educational administrators and teachers in the districts, a policy was established that the school curriculum, both elementary and intermediate, should be

composed as nearly as possible of the actual experiences which children undergo under the guidance of the school; furthermore, that there should be such close interaction between the school and community that many learning experiences can develop out of community activities. In other words, in order to achieve such education objectives as

(*a*) to improve standards of health and hygiene;
(*b*) to improve food and production methods;
(*c*) to prepare inhabitants to conduct their local government, trade, and industry;
(*d*) to promote instruction in the local language, history, arts, and crafts; and
(*e*) to provide instruction in the English language and in the material and intellectual heritage of modern civilization.

It is necessary for elementary and intermediate school children to have organized, unified learning experiences at the same time that they are acquiring knowledge and learning basic skills. For example, children in the elementary school learn to improve standards of health and hygiene by such experiences as

(*a*) making a survey of their class, school or community to find out what types of inoculations or vaccinations they have had for immunization;
(*b*) finding out the common diseases of the community and learning what causes them. A particularly worthwhile project is study of the common worm infestations of the digestive tract and how such infestations are spread;
(*c*) making cooperative plans for the participating in a clinic which is needed in the school;
(*d*) reading about and discussing the importance of controlling insects;
(*e*) making experiments with flies and mosquitoes in their life stages to show the most effective time for destroying;
(*f*) finding out from the sanitation officer in each district how he would destroy flies and mosquitoes; and
(*g*) working with the sanitation officer and taking part in community campaigns against mosquitoes and flies by destroying them in one of their life steps or by destroying their breeding places.

Similar curricula are used to meet the other outlined objectives. Such experiences provide opportunity for learning subject matter and acquiring information and knowledge, with the advantage that subject matter and knowledge thus learned become a more vital part of the learner than if they are learned in isolation. Through such experiences, social studies units are developed around problem-solving situations in such fields as history, geography, science, and health. In addition, there are special periods for language, arithmetic, music, and handicrafts.

## LANGUAGES

Through rather extended research by a subcommittee of the advisory committee on education, recommendations were made about the teaching of the indigenous languages and English in the elementary schools. These recommendations were accepted by the educators in the field and have become policy. They read as follows:

The language program shall be designed to develop:
(*a*) The content of expression and communication.
(*b*) The oral and written media of expression and communication.

Education should start where the pupils start. In a language program the pupils start with their mother tongue. In general, therefore, the medium of instruction in the elementary schools shall be the mother tongue of the pupils, even where that mother tongue is not an official dialect or the official language of the island. Because a person is effectively aided in reading and writing in a foreign language, literacy in the mother tongue will be one prerequisite of English. Teaching aids, texts, and other literature in all island languages shall be prepared, preferably as a part of the local school curriculum by teachers and pupils with expert guidance and advice.

English is a secondary language in the trust territory. It shall, however, be fostered as a second language for the peoples of the trust territory wherever the following conditions are fulfilled:
(*a*) a problem in communication is recognized by the people;
(*b*) a command of English is found to be a solution to that problem;
(*c*) literacy in the mother tongue is attained; and
(*d*) certified teachers of English are available.

English shall then be taught as a secondary language. The content and vocabulary of English studies shall be adjusted to local conditions to make them more meaningful to the pupils. English teaching aids, texts, and other literature for teachers' use shall be prepared for each local area, as necessary, preferably as a part of the local school curriculum by teachers and pupils and with expert guidance and advice. Oral competency in English shall be a prerequisite to the development of literacy in English during the first years of English study.



## PUBLIC ELEMENTARY SCHOOLS

The public elementary schools are primarily a municipal responsibility. They are staffed entirely by indigenous teachers. There are 139 elementary schools enrolling 6,171 pupils operating throughout all the districts of the trust territory. Normally pupils from 8 to 14 years of age attend these elementary schools. However, there were 204 pupils less than 8 years of age, and 1,416 pupils over 14 years of age enrolled this past year. Slightly more than half of the elementary schools have attained a 6-year program; 9 have a 5-year program; 17 have a 4-year program; 28 a 3-year program; and 6 have only a 2-year program. This is because the supply of trained and experienced teachers is still insufficient for the schools and pupils. In addition, the economic resources of the various municipalities are not yet sufficient for all of them to support 6 years of elementary school.

No accurate census of school-age children in the territory has been possible. It is estimated, however, that the number of students enrolled in the schools represents approximately 90 percent of the children of school age. Attendance is 93 percent of those enrolled.

## INTERMEDIATE SCHOOLS

Intermediate schools have been established at the headquarters of each district administration. Entering students must have satisfactorily completed a 6-year elementary school program. Through various methods of selection by a scholarship committee, established in each district, pupils are selected from the elementary schools to attend the intermediate school. The total enrollment in all of the 6 intermediate schools last year was 789; these schools are supported entirely by the administering authority; American principals administer them; the teaching staff is composed of about half American and half Micronesian teachers.

## CURRICULUM

The curriculum is a 3-year extension of the elementary curriculum. In the social studies, organized learning units are developed around such themes as "home and living in the home." The instruction in such a unit points up the individual's relationship to his family, his clan, and his village. The points covered are: (1) What our homes are made of; (2) how our houses are built; (3) what we provide for in our homes (where we cook, where we eat, where we sleep; a great deal of health, hygiene and sanitation instruction is included here); (4) how we furnish our homes (for cooking, eating, sleeping, and entertaining our friends); (5) the family in the home (parents, children, and other relatives who live in the home); (6) food in the home (what we eat and how it is secured and prepared; instruction in good health habits and diet is included here); (7) the work of the women in the home (washing, ironing, cooking, sewing, gathering shellfish on the reef, weaving, copra-making, caring of children, the new jobs for women such as nursing, typing, filing, communications); (8) the work of the men in the home (fishing and means of fishing, net-making and repairing, boat building and repairing, house construction and maintenance, farming, new jobs for men such as mechanics, clerks, health aides, teachers); then, (9) where the people live (the villages of the atoll, location, size); (10) how the villages communicate with each other (language, walking, riding, sailing, letters, messages, new communications such as the telephone and radio; in the latter part, the students will do field work and have excursions); (11) how the village is organized (a study of the local government and how it and the village are integrated, how the whole atoll is connected through government, the various offices held and how they are held).

Wherever possible in the social studies class, students are taken out of the classroom to study by observation and participation. This method has been deemed most successful in breaking down the concept on the part of the Micronesians that education is highly artificial, and unrelated to the world about them. It leaves sufficient flexibility for the teacher to be guided by students' needs and interest as they arise. A great deal of the preparation of materials is actually done by the students as they are assisted in a study of their own world.

## LANGUAGE

English is the predominant language used in the intermediate schools, although the indigenous language is continued. Since the social studies classes are taught in English, there is little differ-

ence between the English class and social studies classes. Since a great deal of the activities in the social studies units consist of conversation, reading and writing in English, and listening to English, these experiences provide the most functional means of teaching English.

## INTERMEDIATE SCHOOL CURRICULUM

Besides the social studies, which includes geography, history, government, health, hygiene and sanitation, and the language arts, the instructional program in the intermediate school contains the following: Typing and commercial subjects; arithmetic; homemaking; indigenous arts and crafts, agriculture; vocational education, including carpentry, masonry, seamanship, boatbuilding, and fishing; general science; recreational activities, including music, art, sports, games, and hobbies; and teacher education on an in-service and interim basis.

## SCHOLARSHIPS

Approximately 505 scholarships, furnished by the administering authority, provided free subsistence and costs of incidentals for intermediate school students during the past year. About 284 individuals have been able to attend intermediate schools without government assistance. Student selections are made by a scholarship committee in each district.

## ADVANCED EDUCATION

Advanced education within the trust territory has been available at the Pacific Island Central School (PICS) at Truk during the past year. The PICS curriculum offered four different fields of study: teacher education, general education, radio communications, and agriculture. It provides 2 years of education beyond the intermediate school. The study of English is given considerable emphasis at PICS. Its students have been carefully selected from the best intermediate school students. There were 101 students at PICS during the past school year; 14 of them were girls; practically all these students received scholarships and subsistence.

Before PICS opened in September, the Director of Education conducted a workshop with the PICS staff. During the course of this workshop a curriculum was developed to meet the needs of the 101 students from the 6 districts. The social studies core program was introduced as an essential part of the general education curriculum. The core program was set up on a problem-solving basis and the main theme was, "How can we make Micronesia a better place in which to live?" This theme was divided into units appropriate for the junior and senior levels. The three core teachers developed, with their students, considerable material, including excellent booklets, which can be used by the students when they return to their districts to teach.

In these social study classes, the problems arising out of living, working, and playing together at PICS were discussed, and to a large extent, solved with the help of the student council and its advisor. The student council operated successfully on a democratic basis and was composed of two representatives from each social study class, elected officers, and the members of the justice committee. This council resolved problems connected with work details, the dormitories, the central dining room, the movies, the lavatories, laundry facilities, and the store. The year's work in subject matter classes included arithmetic, language, arts, science, education, radio communications, and typing.

The agriculture classes have accomplished many worth-while tangible projects; with their gardens and livestock, the students made a good beginning toward growing a large part of their subsistence.

An outstanding feature of the PICS curriculum this year was the counseling program. The counselor has been able to get at the root of some serious personality problems and has often helped students to make better adjustments.

Through the cooperation of the district administration a vocational in-service training program was initiated; about one-third of the students worked 8 hours a week each in the different branches of the district administration.

## REMOTE AREA EXPERIMENT

A Remote Area Training Experiment (RATE) was instituted last fall and was carried out over a 6-month period. It was designed to provide for leadership training for the more remote islands of the Woleai district and the westernmost islands of the Truk district.



This program was initiated because of the special problems regarding educational needs of these Micronesian peoples who are the least acculturated people in the trust territory. Their needs are relatively few and also somewhat different from those of the inhabitants of the larger islands of the Palau, Saipan, and Truk districts. In these remote islands the schools were accomplishing little; on several of these islands there was no one, not even the teacher, who was competent enough in English to serve as official interpreter for the people when administrative and commercial field trips visited their islands. The special program was studied by one or two young men, selected by their communities from each atoll. These young men were brought to Truk for a 6-month period. The program emphasized the teaching of English, public health and sanitation, a little simple arithmetic, explanation of American currency, and weights and measures.

## ADVANCED EDUCATION OUTSIDE TRUST TERRITORY

During the year, at administering authority expense, advanced education outside the territory has been provided at Guam and at Suva, Fiji. Nurses' training was conducted during the first half year at the Guam Memorial Hospital for 30 student nurses. Twenty-three of these were graduated and returned to their districts to work in hospitals. The remaining seven were transferred to PICS where they studied the general education program for part of the day and then worked as apprentices in the hospital; those graduating had completed a 3-year course in nursing, in addition to their general training.

Medical and dental students attended the Central Medical School at Suva, Fiji, which is under the direction of the British South Pacific Health Service. During the year there were 21 students in the school of medical practitioners, 19 in the school of dental practitioners, 2 receiving training as pharmacists, 4 as sanitarians, and 5 as laboratory technicians. These trainees receive a 4-year course in medicine and dentistry which prepares them to assist in serving the health needs of their people. A few students from the trust territory are taking courses which prepare them to undertake additional technical training in our own trust territory hospitals; others are being trained as laboratory technicians, sanitarians, and pharmacists. In addition to the professional training which those schools offer, considerable time is devoted to the study of English. Students for these schools are selected from the various island groups.

Other students who meet the qualifications for higher education are eligible for various types of scholarships. A Micronesian scholarship committee, composed of individuals in Hawaii, mostly at the University of Hawaii, administers a scholarship fund which is accumulated from many sources. This committee concerns itself with students coming from the trust territory to Hawaii for advanced education. At the present time, 101 students, other than medical and dental trainees, are attending schools outside the territory: 75 are at George Washington High School and Catholic high schools on Guam; 13 are attending high school in Manila; 6 are attending high schools and the University of Hawaii in Honolulu; 2 are interns at the Hilo Memorial Hospital in Hawaii; and 5 are attending high schools and universities on the mainland of the United States. (Table in the appendix shows the number of students abroad as of June 30, 1952.)

## VOCATIONAL TRAINING

In addition to teacher education, agriculture, and radio communications which have been taught at the Pacific Island Central School and the training for medical and dental practitioners, pharmacists and sanitarians at Suva, training for other types of skills has taken the form of apprentice training. This type of training has been conducted throughout the trust territory since the inception of the United States administration. Truck drivers, mechanics, electricians, plumbers, carpenters, refrigerator repair men, rodent and insect control squads, warehousemen, and painters trained by the military government and the civil administration of the Navy have supplied needed skilled workers for the district administration under the Department of the Interior. Apprenticeship training in the above fields is continuing under the present administration. In addition, islanders selected on the basis of natural aptitudes are receiving in-service training in agriculture, library work, safety services, work leading to health aid, clerical work, maritime service, general office training, administrative practices, and elementary business procedures. Cooperative work-

ing arrangements between the district education and public works departments has resulted in a functional in-service training program in which a number of intermediate school students have received training for skilled work of various types. Intermediate school students in most of the districts have, under the supervision of the public works department and the vocational education instructor, performed the major maintenance and construction functions in connection with the school plants. This has afforded opportunities for on-the-job training in carpentry, painting and masonry. At Koror and Truk students have constructed native houses and have thus contributed toward the economic and social advancement of the territory. In several of the districts the intermediate school students have participated in activities such as fishing and agriculture which have greatly contributed to their own subsistence. The fullest possible educational opportunities have been exploited in these kinds of experiences. Girls have had vocational training in several of the intermediate schools in sewing classes, in cooking, and in home-making courses.

## ADULT EDUCATION

Adult education is an active function of the education department in most districts, although only in Palau has it permeated out into the distant islands and atolls. Most adult education classes are held at the district administration headquarters, and are usually an extension of the intermediate school program. During the past year, 430 adults attended classes in elementary English, navigation, history, arithmetic, biology, typing, music, child-care and home nursing, and folk-dancing. In the broadest aspects of the term, adult education has been an integral part of the whole program in the trust territory and has not been relegated alone to the education department. Educators in the trust territory wish to accept and implement UNESCO's concept which holds that educational and other essential services exist in an undifferentiated form and the term fundamental education includes them all. Since it is the over-all aim of the administering authority to help the inhabitants of the trust territory to live fuller and happier lives in adjustment with their changing environment, to develop the best in their own culture, and to achieve the social and economic progress which will enable them to take their place in the modern world and to live together in peace; it can truly be said that every employee of the trust territory in the islands should be an educator in the broadest sense of that term; his function is to assist the Micronesians regardless of the department in which he works.

Thus the extent of adult education cannot be measured by the 430 micronesians attending formal classes but must be reckoned in terms of the further training of some 354 in the public health department, 324 in the education department, 7 in the communications department, 108 in the internal affairs department, 128 in the law enforcement and protection department, 73 in the administration department, 51 in the finance and supply department, and some 715 in the public works department. Beyond these, of course, there are the thousands of islanders who are contacted by the district administration teams that constantly go on field trips to the distant islands and atolls to bring education and improved living to the people.

## THEATERS

The trust territory operates no theaters although there are the several school auditoriums where dramatic programs, puppet shows and audiovisual materials are presented. Micronesian-owned and operated movies are located on Saipan and Ponape. In the Palaus the school department operates a moving picture show 6 nights a week for the education and entertainment of the total population.

## NEWSPAPERS AND PERIODICALS

American newspapers and periodicals are available and are read to some extent by those Micronesians who have acquired sufficient English and are in proximity to the district administration headquarters. Each headquarters except Yap publishes a mimeographed newspaper in English ranging from weekly to monthly publication. They contain news items both of local and world concern. Most of the intermediate schools publish a school paper in both English and the vernacular. These school papers have been a very important medium for teaching languages. The Micronesian Education Association publishes a quarterly mimeographed magazine in English and in several of the other languages. The Ponapean Teachers' Association publishes a newspaper in the vernacular and English.



## LIBRARIES

There is one community library in each district administration headquarters, usually at the intermediate school. In addition, a staff reference library has been established at each district administrator's office. The Pacific Island Central School also has a library for its students. The effectiveness of these libraries in terms of their use by any great numbers of the population beyond the students themselves awaits a better implementation of the fundamental education program. Until books and other reading materials are written in their own language or they learn to read English, the libraries will not be the important instruments of education that they might be. During the fiscal year 1950–51, the position of supervisor of libraries was filled by a trained librarian who conducted a 6-week course in the fundamentals of library science at the Pacific Island Central School. In addition this person supervised the reorganization of the libraries at PICS and at each intermediate school.

## MICRONESIAN TEACHERS

In every district it has been a difficult problem to acquire qualified teachers for the public schools of the trust territory. Only Micronesian teachers are employed in the elementary schools. Their education varies from no formal education whatever to study at an American university. Many of them attended the Japanese elementary schools which were maintained on the islands during the Japanese prewar administration. About 5 years was the median number of years of attendance at these schools. Even today after several years of emphasis on teacher education at the Pacific Island Central School, in district intermediate schools, and in summer schools conducted in each of the districts, there are still approximately 50 teachers who have had no other educational opportunity than that afforded by the 5-year Japanese elementary school or the present 6-year elementary school. Only 74 of the total of 301 Micronesian teachers now teaching in the trust territory are graduates of the teacher training school at PICS. Of the 245 teachers who have had some opportunities for training in teacher education, training has varied from one summer school course of 8 weeks to 2 years at PICS. In two cases, students have had 2 years of advanced training in Hawaii. One hundred and ninety teachers have secured training in teacher education in the district intermediate schools or in one or more summer schools which have been conducted for 8 weeks each summer at each district; teachers have attended from one to six summer schools. Despite all this, the median number of years of formal education of Micronesian teachers is 8 years. This includes their professional training in methodology and procedures. Patently this training should be considered only the first step in training elementary and intermediate school teachers to do the kind of teaching called for in the modern world. Education of teachers poses the biggest problem of education in the trust territory.

## TEACHER TRAINER

With the employment this year of a teacher-trainer at each district, greater effort has been made to supplement the PICS training with in-service education. At the Truk educational conference held in February, composed of all educational administrators, Micronesian superintendents of schools, members of PICS staff, and private school representatives, the decision was made to develop the PICS program next year as a general education curriculum. The selection of those students who are to become teachers will be made during the general education course. At the end of two years students will go back to their own district and go through a specialized type of education for a third year in preparation for teaching. The course will be a combination of preservice and inservice education conducted by the supervisor of teacher education in each district.

As of 30 June 1952, the Micronesian teachers totaled 266 in the elementary and 35 in the intermediate public schools. This is an increase of 32 Micronesian teachers during the past year; 18 percent of the teachers are women.

## NONINDIGENOUS TEACHERS

Nonindigenous teachers and other educators are civil service employees under excepted appointment. There were 47 nonindigenous employees of the education department of the trust territory during the past year. Twenty-eight of these taught in the intermediate schools and at PICS. Most have college degrees and previous teaching experience.

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## PROFESSIONAL QUALIFICATIONS

Professional qualifications are as follows: for teachers of GS–5 rating, bachelor's degree or equivalent with 16 semester hours in education. The GS–7 rating requires in addition 2 years of successful experience in elementary schools. The minimum qualifications for the supervisors of teacher education are a bachelor's degree and 3 years' experience in elementary education; for principals of intermediate schools, bachelor's degree and 3 years' experience in elementary education; and for educational administrators, a master's degree with 3 years' experience and 15 semester hours in school administration. Applicants are screened by the director of education. Teachers must have credentials from a recognized school in the United States.

The wide range in the scale of Micronesian teachers' salaries is due to the extreme differences in the monetary economy among the six districts in the trust territory. Some of the teachers in the more remote areas (of the Woleai group) are not paid monetary wages but receive pay in kind.

SALARY SCALE FOR MICRONESIAN TEACHERS

| Classification: | *Yearly salary range* |
|---|---|
| Superintendent of schools | $540 to $1,865.25 |
| Principals | 168 to 1,128.00 |
| Teachers | 90 to 1,020.00 |

## TEACHERS' ASSOCIATIONS

The Micronesian Education Association, composed of teachers from all the six districts, has been functioning now for the past 3 years. Its purpose is "to produce a more effective educational program in the Trust Territory of the Pacific Islands, and for the professional and physical betterment of the indigenous educator." It publishes the MEA Journal. In addition to the one overall education association, several of the districts have formed their own teachers' associations.

## SCHOOL BOARDS

Yap is the only district having no school board. School affairs are managed there by the chiefs' council. In Saipan there is only one board of education, having eight Micronesian and three American members. This board formulates broad policy for the schools all over the Saipan district. In Truk there are three local boards of education, with from five to six members on each board, including the island chief and the elementary teacher. In Ponape there is a school board of five members for the whole island and a municipal school board of three members for each of four municipalities. In Palau there is a school board of seven members for the intermediate school and an elementary school board of 15 members for the whole district. In most elementary school districts of the Marshalls, the municipal council serves as the board of education. In the larger school districts, it has been proposed that a committee of the municipal council serve as an educational committee; this seems to fit the situation in the Marshalls since it does not confuse the people with more than their present council organization.

Parent-teacher associations are flourishing in the trust territory. Truk has a total of 23 local elementary school PTA's; Yap has 6 PTA's and a total membership of 160; Ponape 8 with a membership of 258; and Saipan 9 with a membership of 730. Palau has only one PTA, a combined intermediate-elementary school organization located on Koror, the district headquarters. The Marshalls are the only district having no PTA.

## SCHOOL EQUIPMENT

The average elementary schools in the trust territory have only very limited equipment and supplies. A good many of them have only thatched roofs and coral floors. Such permanent fixtures as desks, chairs, and blackboards are still lacking in the majority of elementary schools. Such necessities as pencils, chalk, erasers, blackboards and blackboard paint, crayons, and tools are provided by the district educational administrator. During the past year many teaching aids and elementary textbooks, oriented to local needs, were distributed. The six intermediate schools are much better equipped with permanent fixtures than the elementary schools.

## SCHOOL CONSTRUCTION

Some advances have been made in the school construction program. During the past year 10 new elementary schools have been built, 1 in Ponape, 1 in Yap, 5 in Truk, and 3 in Saipan. Other construction projects included an outdoor theater with a seating capacity of 500 at Koror in the Palaus, poultry houses as part of the intermediate school cultural projects in the Palaus, Yap, and the Marshalls, a teachers' house in Palau, new dormitories in the Catholic and Protestant missions in Ponape, an elementary school extension in Yap and a girls' dormitory in the intermediate school in the Marshalls.



## COST OF EDUCATION

The expenditures for public education for the fiscal year 1952 in the trust territory amounted to $430,930.25 exclusive of construction, maintenance, and other related costs. This sum is nearly 8 percent of the total expenditures from United States appropriated funds, plus local trust territory funds. These figures do not include an estimated $63,028, cost inventory of supplies turned over to the Education Department in the various districts by the Navy on July 1, 1951.

All facilities and materials in the public schools are free to the people of the trust territory. Elementary schools are locally tax supported and these taxes meet all costs except school supplies and teaching materials which are paid for by appropriated funds. All expenses connected with instruction and subsistence of students attending intermediate schools, Pacific Island Central School and the Suva Medical and Dental School, are paid for from appropriated funds; during the past year $54,033.77 was expended for scholarships for students attending the six intermediate schools, PICS, Suva and for one student attending the University of Hawaii.

## MISSION SCHOOLS

Each municipality taxes itself, to provide money for the payment of salaries of its elementary school teachers and to pay for other local educational needs.

In addition to the public schools of the trust territory, there are a total of 20 mission schools located in the districts. Saipan and Yap are the only districts not having mission schools. These schools are about equally divided between Catholic and Protestant. The operation of such schools is in no way restricted. The only regulation now imposed is that these schools meet the minimum curriculum standards set by the administration; these minimum requirements apply equally to public and nonpublic schools. No government subsidies or grants-in-aid are given to nonpublic schools except that nonpublic schools may purchase supplies at cost through the district educational administrator.

## MISSION SCHOOLS STUDENT AND TEACHER DISTRIBUTION

The following table gives statistics concerning the number of nonpublic schools, teachers, and students:

*Non-public-school statistics for school year 1951–52*

| District | Number of schools | Teachers | | | Students | | |
|---|---|---|---|---|---|---|---|
| | | Male | Female | Total | Male | Female | Total |
| Saipan | None | | | | | | |
| Palau | 2 | 4 | 3 | 7 | 134 | 118 | 252 |
| Yap | None | | | | | | |
| Truk | 5 | 5 | 10 | 15 | 141 | 230 | 371 |
| Ponape | 6 | 18 | 17 | 35 | 355 | 283 | 638 |
| Marshalls | 7 | 19 | 7 | 26 | 240 | 194 | 434 |
| Total | 20 | 46 | 37 | 83 | 870 | 825 | 1,695 |

## ILLITERACY

The educational program is making headway in reducing illiteracy; statistical reports have not been compiled showing the percentage of illiteracy. With the inability of the education department to provide continuous supervision to many of the isolated areas, especially in the outer islands of the Western Carolines and the Marshalls, it is difficult to rapidly reduce illiteracy. However, the employment of a supervisor of elementary education in each district is improving that situation.

Reading and writing in the various vernaculars is limited among adults to a small number who were taught at mission schools. Prior to World War II English was almost unknown and has been taught to the adult population to a very limited degree; there is some literacy in Japanese. It is therefore correct to state that the majority of adult Micronesians are not literate; it is certain that there is little written communication or reading in any language between these adults.

## LANGUAGES

One of the most difficult problems to overcome in education in the trust territory is that of language. Scattered throughout the six districts are nine different languages. These are further divided into various dialects. None of the indige-

nous languages are territory-wide in usage. Some attempts have been made by the various foreign groups which have come into these areas to study and standardize the languages; but little real progress has been made until recently. Under Navy administration, attempts were made to survey the field and to encourage and sponsor research in all the major language groups. Dictionaries and orthographies were prepared. This program was continued under a specialist in linguistics during the first 6 months of the present administration; since that time, because of budget limitation, this work was discontinued. However, during the coming fiscal year it is expected that this program of standardizing orthographies, reducing the island languages to writing, and of writing textbooks and other teaching materials in the indigenous languages will be resumed.

The Administering Authority prepared and distributed during the year textbooks and other reading materials adapted in content and vocabulary for use in the Trust Territory; some of these are teaching aids written in English and some in the vernacular languages. Much of the English material is translated and mimeographed in the vernacular. Among such materials are the following:

1. A Yapese reader for pupils in the primary grades.
2. A Yapese translation of the English reader, Three Children.
3. A Palauan translation of Two Island Boys.
4. Legends of Micronesia, Book One.
5. Legends of Micronesia, Book Two.
6. How Yap was Formed. A lesson in home geography.
7. The Giant African Snail.
8. The Breadfruit Tree and its Uses.
9. The Banana Plant and its Uses.
10. The Geography of Truk.

## FOSTERING MICRONESIAN CULTURE

The Administrating Authority continues to emphasize in its educational program the fostering and preservation of the indigenous cultures. Attempts are made to take educational cognizance of existing customs, traditions, and cultural heritages. Respect is shown for local cultural patterns by fostering and encouraging the study of local languages, history, geography, arts and crafts, and by establishing vocational training in terms of local needs.

The administration continues to give assistance to the reconstruction of traditional centers of community life and to the establishment and maintenance of permanent monuments. The production of articles of handicraft is being stimulated, instruction is given in standardization of design and the requirements for markets abroad. In April the Palau schools sponsored, initiated, and carried out an annual spring fair. Each village brought to this fair exhibits of handicrafts and produce from its gardens and farms. In addition to the general purpose of the fair; i. e., to stimulate agriculture and handicrafts, it also contributed toward building better community spirit. Many people in the community participated in the planning and in the carrying out of plans for this fair.

## PUBLICATIONS

The publication of the two volumes of Legends of Micronesia prepared by the supervisor of textbook publication of the department of education with the assistance of various Micronesians, did much to foster folklore in the area.

## LITERATURE AND TEACHING AIDS

All the district education departments are preparing their own teaching materials which are designed to fit local conditions and to meet local needs. The following are among these materials:

1. Palauan Backgrounds. This booklet puts into print in textbook form information about their islands and its people which all Palauan children should know. It goes into the history of the migrations of the Pacific race and shows their relationship. It describes the geological formation of the islands and tells the story of the marvelous feats of navigation by means of which these islands became inhabited. Finally, it tells the story of the coming of the Westerners, and their influence on Micronesia.

Ngodrii and the Turtle is a Palauan legend, the first of a series, taken from the original stories but adapted for use as readers in the elementary schools. It is written both in Palauan and English.

A Book of Stories. This booklet, written in English, was prepared by the teachers at Ponape. It is just what the title indicates, a book of stories which have grown up around Ponape.

Our Micronesian Islands. This booklet was organized and written by Junior classes at the Pacific Islands Central School under the supervision of one of the social studies teachers. It makes an excellent social studies reader for Micronesian students. The outstanding educational factor is that it was written by Micronesian students about their own island and cultures.



Paradise for Micronesians. This is the story of a project which one of the classes of the Pacific Islands Central School worked on during the year. It consists of these students' identifications and solutions to the problems which Micronesia faces—such problems as those incident to health and sanitation, agriculture, clothing, recreation, housing, public buildings, roads and public works, fishing and boatbuilding, food and nutrition.

Recipes of Micronesia. Students at the Pacific Islands Central School developed a special issue of their Micronesian Education Association Journal about their various ways of cooking their foods.

## ART

Last year students of PICS and the intermediate schools prepared 125 sketches and paintings of trust territory scenes which the American Junior Red Cross exhibited in schools throughout the United States. This year the same organization collected drawings, sketches, and paintings from elementary and junior high schools throughout the United States and has sent them to the trust territory where they will be exhibited in intermediate schools and PICS.

## ACCOMPLISHMENTS

Thus through common intellectual and cultural activities there is developing a feeling of interdependence among the people of the trust territory. Their knowledge of the world is being enlarged by the commingling of students at PICS, at Suva Medical School, at educational institutions in the Orient, in the United States, and at Guam. Students' horizons are being broadened through increased knowledge and use of their own languages, through increased facility in the use of English, through contact with other people, through radio and moving pictures, and through greater access to news magazines and books. All of these factors are helping the Micronesians to become better acquainted with each other and with what is happening outside their homeland. In time they will be more able to understand their international situation and significance and to participate more fully not only in their own affairs but also in international cooperation.

The following quote from a statement in the July 1952 Micronesian Monthly, written by a Yapese student, at Pacific Island Central School at Truk, gives some idea of the progress that is being made.

My Most Worthwhile Experience At PICS, by John Mangefel, Yap district.

When I was a child, I used to think that my father and mother were the best in the whole world. Not the world really, but Yap, for Yap was the only place I knew about. As I grew up, I realized there are some countries and islands beside my own, although I had thought that their people were not as good as my own people. Even when I came to Intermediate, I still thought that my people were the best of all. I disliked everybody but the Yapese.

When I went to PICS I still disliked the Palauans, Trukese, Saipanese, Ponapeans, and Marshallese. I always think that they are people, yes, but not as good as us Yapese. As we live and worked and played together I began to forget what I have been thinking all my long life. I learned to like other people beside my own. Going to PICS cause me to get rid of that silly idea being think that my own people are the best of all. I might said that PICS changed me completely. Also, when I was here in Yap, I eat alone, played alone, or with my people, and so forth. But when I went there I did these things with Palauan, Trukese, and so on.

The thing I have learned and was the most important was knowing other people. Knowing how they work, how they play, and how they do all sorts of things, I couldn't sometimes believe myself for I thought I will never like some other people but the Yapese. I now like other people. I also learned how to act with certain group of people and how to talk to them. I think this is the most important thing I have learned at PICS * * *.

*Chapter VIII*

# Suggestions and Recommendations of the General Assembly and Trusteeship Council

## GENERAL ASSEMBLY RESOLUTION 556 (VI)

THE ADMINISTERING AUTHORITY has included information on the United Nations and the international trusteeship system as an important part of the school program. Literature and exhibits relating to the United Nations are given as wide distribution as possible to schools and libraries. United Nations Day has been established as a public holiday and is observed throughout the territory with school and public exercises.

## GENERAL ASSEMBLY RESOLUTION 558 (VI)

Chapter III, political advancement, of this report and of previous reports sets forth the steps being taken to promote self-government and to take into account the freely expressed wishes of the people. Basically these steps are to establish community governments in the municipalities on a sound democratic basis in accordance with the wishes of the people, to promote regional representative bodies as the people develop a sense of regional responsibility, and eventually, as experience in governmental affairs and a wider cohesiveness and community of interest grows, to develop a territorial legislative body.

In this connection, reference should be made to the information in this and previous reports and to the discussions in the Trusteeship Council which indicate the widely differing stages of development in various parts of the trust territory. As a result no specific period of time can be forecast for the attainment of the objective of self-government or independence for the territory as a whole. Similar difficulties with respect to economic, social, and educational conditions, all of which play an important part in political advancement, prevent an estimate of the time required to provide the stability which must accompany political advancement. Information on these various conditions will be found in the appropriate section of this and previous reports.

The provisions of the trusteeship agreement have been found to be adequate for the measures contemplated to achieve the objectives of self-government or independence and to take into account the freely expressed wishes of the inhabitants of the territory.

## TRUSTEESHIP COUNCIL CONCLUSIONS AND RECOMMENDATIONS AS CONTAINED IN THE REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL (DOCUMENT S/2599), DATED APRIL 16, 1952

(*a*) The administering authority continues to bear in mind the objective sought by the Council in recommending that earnest consideration be given to direct association of the inhabitants of the territory as soon as possible in the High Commissioner's Council even if only in an advisory capacity. Such action has not yet been possible but accords with the objectives of the administering authority in developing a territorial advisory and eventually legislative body composed of local inhabitants as rapidly as possible. An important step in that direction is the convening of representatives of the district advisory bodies.

(*b*) The list on page 94 enumerates those international treaties, conventions and agreements which have so far been determined as applicable to the territory. Continuing determinations as to the applicability of other international treaties

and agreements will be made and the results included in future annual reports to the United Nations.

(*c*) As indicated in the chapter on political advancement, page 14, the number of municipalities electing their officials increased by five during the year under review.

(*d*) The development of regional organizations is discussed on pages 14–16 of the report. During the year a new regional advisory body, the Ponape Congress, was chartered.

(*e*) In order to increase the effectiveness of the participation of the inhabitants in the judicial system, the government of the trust territory has appointed Micronesians to all judicial positions in the district courts. The only two permanent non-Micronesian judges are the two judges of the trial division of the high court. Twenty-one Micronesians have been appointed as special judges of the high court to assist in the work of that court. Other information on the participation of Micronesians in the judicial system is given on pages 20–21 of the report.

(*f*) Draft organic legislation for the trust territory has been resubmitted to the Congress of the United States.

(*g*) The President of the United States has designated Dublon Island in the Truk Atoll as the permanent seat of the government of the trust territory. Plans are being developed for the construction of housing and other needed facilities and will be implemented as soon as funds are available.

(*h*) The continuing efforts of the administration to develop material resources of the territory, to diversify agriculture, and to introduce cacao culture are described on pages 29–32 of the report.

(*i*) The transportation services now operating within the territory are considered to compare favorably with those formerly provided under naval administration. The area of needed improvement remains the same, namely, additional service directly from points within the territory to overseas markets in the mainland United States and other countries. The use of schooners within districts will, by reducing transportation costs, increase the self-sufficiency of the territory.

(*j*) Technical specialists on the staff of the High Commissioner, assisted by a private consultant, made inquiries into the cost of living of Micronesians at district centers with a view toward making adjustments in pay scales of Micronesian employees of the government. It is planned continuing studies will be made in this field in order to maintain proper relationship between salaries of territorial government employees and both the cost of living and the productivity of the self-employed.

(*k*) The administering authority has continued its encouragement to women of the territory to enter into public life. The status of women in the territory is reported on page 42.

(*l*) Continuing effort is being made to maintain and improve public health in the territory. Actions taken with respect to the diseases of tuberculosis, leprosy, and filariasis are set forth on page 49 of the report.

(*m*) The scholarship activities of the trust territory government are described on pages 56 and 57 of the report.

(*n*) The administering authority continues to respect and encourage indigenous arts and crafts. See page 62.

# Statistical Appendices

***Past Population Growth and Present Numbers***

## POPULATION

(1) Trust Territory Over-all Population: (These statistics cover permanent residents only.)

| Nationality | 1948 [1] | | | 1949 [2] | | | 1950 [3] | | | 1951 [3] | | | 1952 [3] | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total |
| American [4] | 14 | 14 | 28 | 25 | 11 | 36 | 33 | 15 | 48 | 23 | 18 | 41 | 35 | 17 | 52 |
| Native | 26,050 | 25,189 | 51,239 | 26,894 | 25,762 | 52,656 | 27,734 | 26,565 | 54,299 | 28,422 | 27,308 | 55,730 | 29,144 | 27,893 | 57,037 |
| Other | 121 | 87 | 208 | 402 | 33 | 435 | 459 | 37 | 496 | 378 | 29 | 407 | [5] 69 | 47 | 116 |
| Grand total | 26,185 | 25,290 | 51,475 | 27,321 | 25,806 | 53,127 | 28,226 | 26,617 | 54,843 | 28,823 | 27,355 | 56,178 | 29,248 | 27,957 | 57,205 |

[1] Figures for 1948 are based on fairly accurate field reports.
[2] Figures for 1949, 1950, and 1951 are based on census reports believed to be accurate.
[3] Figures for 1952 are based on incomplete field reports and on best estimates where required.
[4] "Americans," exclusive of administration or military personnel.
[5] Figures do not include 345 Japanese contract workers on Angaur since they are not considered permanent residents.

(2) Trust territory indigenous population:

| Race | 1948 [1] | | | 1949 [2] | | | 1950 [3] | | | 1951 [3] | | | 1952 [4] | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total |
| Chamorro | 2,400 | 2,350 | 4,750 | 2,526 | 2,446 | 4,972 | 2,607 | 2,524 | 5,131 | 2,661 | 2,582 | 5,243 | 2,790 | 2,682 | 5,472 |
| Carolinian | 18,266 | 17,728 | 35,994 | 18,492 | 17,594 | 36,086 | 19,202 | 18,271 | 37,473 | 19,698 | 18,788 | 38,486 | 20,317 | 19,337 | 39,654 |
| Marshallese | 5,384 | 5,111 | 10,495 | 5,473 | 5,329 | 10,802 | 5,590 | 5,443 | 11,033 | 5,723 | 5,576 | 11,299 | 5,633 | 5,463 | 11,096 |
| Polynesian | | | | 403 | 393 | 796 | 326 | 336 | 662 | 340 | 362 | 702 | 404 | 411 | 815 |
| Grand total | 26,050 | 25,189 | 51,239 | 26,894 | 25,762 | 52,656 | 27,725 | 26,574 | 54,299 | 28,422 | 27,308 | 55,730 | 29,144 | 27,893 | 57,037 |

[1] Figures for 1948 are based on fairly accurate field reports.
[2] Figures for 1949 have been adjusted to show later corrections.
[3] Figures for 1950 and 1951 are based on reports believed to be accurate.
[4] Figures for 1952 are based on incomplete field reports and on best estimates where required.

***Birth and Mortality Rates:***

(1) Births: 29.03 per 1,000 population.
(2) Deaths: [1] 7.31 per 1,000 population.
(3) Infant Mortality: [1] 40.5 per 1,000 live births (of children 1 year of age or less).
(4) Mean expectation of life (estimated): (*a*) Males, 45–50 years. (*b*) Females, 47–52 years.
(5) Prospects of population growth: Excellent, since the birth rate is more than three times the death rate.

[1] These figures are computed from incomplete original data. Undoubtedly the figures are too low due to incomplete reporting and collection from remote areas. Serious effort is being made to secure greater accuracy.

***Population Distribution by Occupation and Educational Levels:***

Statistics are not available.

During the past 5 years, approximately 20 percent of the population has received formal education. Production of copra, trochus, and handicraft and subsistence agriculture and fishing are the main occupational pursuits. Less than 5 percent of the population is engaged in other activities such as administrative and professional work or employment by the Administering Authority.

***Population Density and Distribution:***

The most accurate picture of distribution of population, from the demographic point of view, is to be found in a breakdown by islands and atolls. It will be noted that there is a significant over-all difference in density between the "high" and the "low" islands. The following table gives populations both by Districts and by islands or atolls:

| District | Population | Area (square miles of dry land) | Density per square mile |
|---|---|---|---|
| SAIPAN | | | |
| Saipan | 5,209 | 47.46 | 109.8 |
| Tinian | 390 | 39.29 | 9.9 |
| Rota | 753 | 32.90 | 22.9 |
| Alamagan | 88 | 4.35 | 20.2 |
| Agrihan | 173 | 18.29 | 9.5 |
| Pagan | 88 | 18.85 | 4.7 |
| District total | 6,701 | 160.94 | 41.6 |
| PALAU | | | |
| Palau Islands (group) | 7,056 | 189.00 | 37.3 |
| Merir Island | 11 | .35 | 31.4 |
| Pulo Anna Island | 8 | .31 | 25.8 |
| Sonsorol Island | 134 | .74 | 181.1 |
| Tobi Island | 112 | .23 | 487.0 |
| Eauripik Atoll | 133 | .09 | 1,477.7 |
| Ifalik Atoll | 259 | .57 | 454.3 |
| Faraulep Atoll | 99 | .16 | 618.8 |
| Lamotrek Atoll | 147 | .38 | 386.8 |
| Satawal Atoll | 242 | .51 | 474.5 |
| Elato Atoll | 40 | .20 | 200.0 |
| Woleai Atoll | 411 | 1.75 | 234.9 |
| District total | 8,652 | 194.29 | 44.5 |
| YAP | | | |
| Yap Islands (group) | 2,809 | 38.67 | 72.6 |
| Ulithi Atoll | 427 | 1.80 | 237.2 |
| Ngulu Atoll | 55 | .17 | 323.5 |
| Fais Island | 232 | 1.08 | 214.8 |
| Sorol Atoll | 12 | .36 | 33.3 |
| District total | 3,535 | 42.08 | 84.0 |
| TRUK | | | |
| Truk Atoll | 10,242 | 37.00 | 276.8 |
| Etal Atoll | 235 | .73 | 321.9 |
| Lukunor Atoll | 815 | 1.09 | 747.7 |
| Losap Atoll | 738 | .39 | 1,893.3 |
| Namoluk Atoll | 242 | .32 | 756.3 |
| Satawan Atoll | 1,420 | 1.76 | 806.8 |
| Nama Island | 607 | .29 | 2,093.1 |
| Murilo Atoll | 357 | .50 | 714.0 |
| Nomwin Atoll | 172 | .72 | 238.9 |
| Namonuito Atoll | 361 | 1.71 | 211.1 |
| Pulap Atoll | 207 | .38 | 544.7 |
| Pulawat Atoll | 257 | 1.31 | 196.2 |
| Pulusuk Island | 195 | 1.08 | 180.6 |
| District total | 15,848 | 47.28 | 335.2 |
| PONAPE | | | |
| Ponape Island | 7,226 | 129.04 | 56.0 |
| Kusaie Island | 2,060 | 42.32 | 48.7 |
| Mokil Atoll | 348 | .48 | 725.0 |
| Pingelap Atoll | 622 | .68 | 914.7 |
| Ngatik Atoll | 262 | .67 | 391.0 |
| Nukuoro Atoll | 223 | .64 | 348.4 |
| Kapingamarangi Atoll | 464 | .52 | 892.3 |
| District total | 11,205 | 174.35 | 64.3 |
| MARSHALL ISLANDS [1] | | | |
| Ailinglapalap Atoll | 829 | 5.67 | 146.2 |
| Ailuk Atoll | 413 | 2.07 | 199.5 |
| Arno Atoll | 1,185 | 5.00 | 237.0 |
| Aur Atoll | 518 | 2.17 | 238.7 |
| Ebon Atoll | 820 | 2.22 | 369.4 |
| Jaluit Atoll | 1,186 | 4.38 | 270.7 |
| Kili Island | 176 | .36 | 488.9 |
| Kwajalein Atoll | 1,097 | 6.33 | 173.3 |
| MARSHALL ISLANDS—Continued | | | |
| Lae Atoll | 151 | .56 | 269.7 |
| Lib Island | 50 | .36 | 138.9 |
| Likiep Atoll | 578 | 3.96 | 146.0 |
| Maloelap Atoll | 466 | 3.79 | 123.0 |
| Majuro Atoll | 1,358 | 3.54 | 383.6 |
| Mejit Island | 336 | .72 | 466.7 |
| Mili Atoll | 197 | 6.15 | 32.0 |
| Namorik Atoll | 453 | 1.07 | 423.4 |
| Namu Atoll | 404 | 2.42 | 166.9 |
| Rongelap Atoll | 113 | 3.07 | 36.8 |
| Ujae Atoll | 176 | .72 | 244.4 |
| Ujelang Atoll | 163 | .67 | 243.3 |
| Utirik Atoll | 124 | .94 | 131.9 |
| Wotho Atoll | 32 | 1.67 | 19.2 |
| Wotje Atoll | 271 | 3.16 | 85.8 |
| District total | 11,096 | 61.00 | 181.9 |
| Grand total | 57,037 | 679.94 | 83.9 |

[1] Estimate.

## ADMINISTRATIVE STRUCTURE OF GOVERNMENT

### *Nonindigenous Employees as of June 30, 1952*

OFFICE OF THE HIGH COMMISSIONER

| Position | Grade | Sex |
|---|---|---|
| High Commissioner | 18 | Male. |
| Administrative assistant | 9 | Female. |
| Deputy High Commissioner | 15 | Male. |
| Secretary | 6 | Female. |
| President, Island Trading Company | 14 | Male. |
| Historian-liaison officer | 11 | Do. |
| Historian | 7 | Do. |
| Secretary to historian-liaison officer | 4 | Female. |
| Pacific area specialist | 11 | Male. |
| Research clerk, office of territories | 5 | Do. |
| Executive and budget officer | 14 | Do. |
| Secretary to executive and budget officer | 5 | Female. |
| Transportation specialist | 13 | Male. |
| Communications specialist | 12 | Do. |
| Administrative officer | 11 | Female. |
| Mail and file supervisor | 5 | Do. |
| Telegraphic typewriter operator | 4 | Do. |
| Do | 3 | Do. |
| Clerk-typist | 3 | Do. |
| Do | 2 | Do. |
| Messenger | CPC 4 | Male. |
| Do | CPC 3 | Do. |
| Chief justice | 14 | Do. |
| Judge | 13 | Do. |
| Shorthand reporter | 7 | Female. |
| Do | Alien | Do. |
| Director of public health | 14 | Male. |
| Interdistrict clinical consultant and tuberculosis control officer | Alien | Do. |
| Liaison dental officer, Suva | 11 | Do. |
| Medical X-ray technician | 9 | Do. |
| Nurse supervisor | 9 | Vacant. |
| Administrative assistant, medical supply | 8 | Male. |
| Medical records librarian | 5 | Female. |
| Secretary to director of public health | 4 | Do. |
| Clerk-typist (temporary) | 3 | Male. |
| Director of education | 13 | Do. |
| Assistant director of education | 12 | Do. |
| Secretary to director of education | 4 | Female. |
| Clerk-stenographer (temporary) | 4 | Do. |
| Principal, Pacific Island Central School | 10 | Do. |
| Education and training specialist | 9 | Vacant. |
| Teacher, agriculture and industrial arts | 9 | Male. |
| Teacher, general | 7 | Female. |
| Education and training specialist | 7 | Do. |
| Do | 7 | Vacant. |
| Teacher, communications | 7 | Male. |
| Teacher, typing, business education | 5 | Female. |
| Plantation manager | 11 | Male. |
| Mining engineer | 11 | Vacant. |
| Director of political affairs | 13 | Male. |
| Staff anthropologist | 12 | Do. |
| Public defender | 11 | Do. |
| Administrative assistant to director of political affairs | 9 | Do. |
| Secretary to director of political affairs | 4 | Female. |
| Land titles and claims administrator | 12 | Male. |
| Land titles and claims officer | 11 | Do. |



OFFICE OF THE HIGH COMMISSIONER—Continued

| Position | Grade | Sex |
|---|---|---|
| Claims examiner | 9 | Vacant. |
| Secretary to land titles and claims administrator | 4 | Female. |
| Director of economic affairs | 13 | Male. |
| Assistant to director of economic affairs | 9 | Do. |
| Agriculturist | 12 | Do. |
| Secretary to director of economic affairs | 4 | Female. |
| Entomologist | 12 | Male. |
| Assistant entomologist | 9 | Vacant. |
| Agriculturist | 11 | Male. |
| Animal husbandman | 11 | Do. |
| Equipment specialist | 9 | Do. |
| Labor superintendent | W. B. | Do. |
| Attorney general | 13 | Do. |
| Assistant attorney general | 11 | Female. |
| Secretary to attorney general | 4 | Do. |
| Clerk-stenographer | 4 | Do. |
| Director of finance and supply | 13 | Male. |
| Government accountant | 11 | Do. |
| Secretary to director of finance and supply | 4 | Female. |
| Treasurer | 12 | Male. |
| Fiscal accountant | 9 | Do. |
| Do | 7 | Female. |
| Fiscal accounting clerk | 3 | Male. |
| Clerk typist | 3 | Female. |
| Payroll supervisor | 6 | Do. |
| Time, leave, and payroll clerk | 4 | Do. |
| Voucher examiner | 5 | Do. |
| General supply officer | 12 | Male. |
| Purchasing agent | 9 | Do. |
| General supply assistant | 9 | Do. |
| Property and supply assistant | 9 | Do. |
| Storekeeper | 5 | Do. |
| Do | 5 | Do. |
| Clerk-typist | 3 | Female. |
| Do | 2 | Do. |
| Personnel director | 13 | Vacant. |
| Assistant personnel director | 11 | Male. |
| Personnel assistant | 9 | Do. |
| Supervising safety inspector | 7 | Do. |
| Personnel technician | 5 | Female. |
| Employment supervisor | 5 | Do. |
| Personnel clerk | 4 | Do. |
| Secretary to personnel director | 4 | Do. |
| Personnel file clerk | 3 | Do. |
| Director of public works | 13 | Male. |
| General engineer | 12 | Do. |
| Architect | 12 | Vacant. |
| Planner and estimator | W. B. | Male. |
| Secretary to director of public works | 4 | Female. |
| Construction engineer | 12 | Vacant. |
| Construction superintendent | 10 | Male. |
| Snapper public works | W. B. | Do. |
| Snapper carpenter | W. B. | Do. |
| Do | W. B. | Do. |
| Do | W. B. | Do. |
| Do | W. B. | Do. |
| Carpenter | W. B. | Vacant. |
| Carpenter's helper | W. B. | Male. |
| Snapper plumber | W. B. | Do. |
| Do | W. B. | Do. |
| Snapper mechanic | W. B. | Do. |
| Snapper painter | W. B. | Do. |
| Plumber | W. B. | Do. |
| Snapper refrigeration mechanic | W. B. | Vacant. |
| Snapper operator, automotive equipment | W. B. | Do. |
| Snapper electrician | W. B. | Do. |
| Snapper Diesel mechanic equipment | W. B. | Do. |
| Clerk-typist | 4 | Do. |
| Liaison officer, Guam | 9 | Male. |
| Assistant liaison officer | 7 | Do. |
| Clerk-stenographer | 4 | Female. |
| Clerk (typing) | 4 | Do. |
| Telegraphic typewriter operator | 3 | Do. |
| Messenger | CPC 3 | Male. |
| Do | CPC 3 | Vacant. |

MAJURO

| Position | Grade | Sex |
|---|---|---|
| District administrator | 13 | Male. |
| Administrative assistant | 9 | Do. |
| Secretary to district administrator | 5 | Vacant. |
| Chief communicator | 9 | Male. |
| Communicator | 7 | Do. |
| Clerk-typist (temporary) | 1 | Do. |
| Legal adviser | 9 | Do. |
| Educational administrator | 11 | Do. |
| Principal, intermediate school | 9 | Do. |
| Teacher, general | 7 | Do. |
| Do | 5 | Female. |
| Internal affairs officer | 11 | Male. |
| Anthropologist | 9 | Do. |
| Agriculturist | 10 | Vacant. |
| Economist | 10 | Do. |
| Secretary, internal affairs department | 4 | Female. |
| District director of public health | 12 | Male. |
| Medical officer | 12 | Vacant. |
| Dental officer | 11 | Male. |
| District hospital administrative assistant | 8 | Do. |
| Sanitation inspector | 7 | Do. |
| Head nurse | 6 | Vacant. |
| Clerk-typist | 3 | Female. |
| District finance officer | 10 | Male. |
| Fiscal accounting clerk | 6 | Do. |
| General supply clerk | 6 | Do. |
| Clerk (typing) | 4 | Do. |
| Clerk-typist (temporary) | 3 | Female. |
| Maintenance and construction superintendent | 10 | Vacant. |
| Leadingman public works | W. B. | Male. |
| Snapper carpenter | W. B. | Do. |
| Snapper plumber | W. B. | Do. |
| Snapper electrician | W. B. | Do. |
| Snapper refrigeration mechanic | W. B. | Vacant. |
| Snapper automotive mechanic | W. B. | Male. |
| Snapper Diesel mechanic | W. B. | Do. |
| Clerk-typist | 3 | Female. |

PONAPE

| Position | Grade | Sex |
|---|---|---|
| District administrator | 13 | Male. |
| Administrative assistant (trainee) | 7 | Do. |
| Secretary to district administrator | 5 | Female. |
| Chief communicator | 9 | Male. |
| Communicator | 7 | Do. |
| Radio mechanic | W. B. | Do. |
| Legal adviser | 9 | Vacant. |
| Educational administrator | 11 | Male. |
| Principal, intermediate school | 9 | Do. |
| Supervisor, teacher education | 9 | Do. |
| Teacher, general | 7 | Female. |
| Teacher, agriculture | 7 | Male. |
| Teacher, general | 5 | Vacant. |
| Internal affairs officer | 11 | Male. |
| Agriculturist | 10 | Do. |
| Anthropologist | 9 | Do. |
| Economist | 10 | Vacant. |
| Secretary, internal affairs department | 4 | Female. |
| District director of public health | 12 | Male. |
| Medical officer | 12 | Do. |
| Dental officer | 11 | Do. |
| District hospital administrative assistant | 8 | Do. |
| Sanitation inspector | 7 | Do. |
| Head nurse | 6 | Female. |
| Clerk-typist | 3 | Vacant. |
| District finance officer | 10 | Male. |
| General supply clerk | 6 | Do. |
| Fiscal accounting clerk | 6 | Female. |
| Clerk (typing) | 4 | Do. |
| General engineer | 11 | Vacant. |
| Leadingman public works | W. B. | Male. |
| Snapper public works | W. B. | Do. |
| Snapper carpenter | W. B. | Do. |
| Snapper plumber | W. B. | Do. |
| Snapper electrician | W. B. | Do. |
| Snapper refrigeration mechanic | W. B. | Do. |
| Snapper automotive mechanic | W. B. | Do. |
| Snapper Diesel mechanic | W. B. | Do. |
| Clerk-typist | 3 | Female. |

TRUK

| Position | Grade | Sex |
|---|---|---|
| District administrator | 13 | Male. |
| Administrative assistant (trainee) | 7 | Do. |
| Secretary to district administrator | 5 | Female. |
| Chief communicator | 9 | Male. |
| Communicator | 7 | Do. |
| Radio mechanic | W. B. | Do. |
| Legal adviser | 9 | Vacant. |
| Educational administrator | 11 | Male. |
| Principal, intermediate school | 9 | Do. |
| Education and training specialist | 9 | Vacant. |
| Teacher, home economics | 7 | Female. |
| Teacher, industrial arts | 7 | Male. |
| Teacher, general | 7 | Female. |
| Teacher, home economics | 5 | Do. |
| Teacher, general | 5 | Male. |
| Secretary, education department | Alien | Female. |
| Internal affairs officer | 11 | Male. |
| Anthropologist | 9 | Do. |
| Agriculturist | 10 | Vacant. |
| Economist | 10 | Do. |
| Clerk-typist | 3 | Do. |
| District director of public health | 12 | Male. |
| Medical officer | 12 | Do. |
| Medical officer | Alien | Do. |
| District hospital administrative assistant | 8 | Do. |

TRUK—Continued

| Position | Grade | Sex |
|---|---|---|
| Sanitatjon inspector | 7 | Male. |
| Head nurse | 6 | Female. |
| Medical records librarian | 5 | Do. |
| Clerk-typist | Alien | Do. |
| District finance officer | 10 | Male. |
| Fiscal accounting clerk (trainee) | 5 | Female. |
| General supply clerk | 6 | Male. |
| Clerk (typing) | 4 | Female. |
| General engineer | 11 | Male. |
| Leadingman public works | W. B. | Do. |
| Snapper carpenter | W. B. | Vacant. |
| Snapper plumber | W. B. | Male. |
| Snapper electrician | W. B. | Do. |
| Snapper refrigeration mechanic | W. B. | Do. |
| Snapper auto mechanic | W. B. | Do. |
| Snapper Diesel mechanic | W. B. | Do. |
| Clerk-typist | 3 | Female. |

SAIPAN

| | | |
|---|---|---|
| District administrator | 13 | Male. |
| Administrative assistant | 9 | Vacant. |
| Secretary to district administrator | 5 | Female. |
| Chief communicator | 9 | Male. |
| Communicator | 7 | Do. |
| Radio mechanic | W. B. | Male. |
| Clerk-typist (temporary) | 3 | Female. |
| Legal adviser | 9 | Male. |
| Educational administrator | 11 | Do. |
| Principal, intermediate school | 9 | Do. |
| Supervisor, teacher education | 9 | Female. |
| Teacher, home economics and general | 7 | Do. |
| Teacher, industrial arts and agriculture | 5 | Male. |
| Teacher, general | 7 | Female. |
| Internal affairs officer | 11 | Male. |
| Anthropologist | 10 | Do. |
| Agriculturist | 10 | Vacant. |
| Economist | 10 | Do. |
| Secretary, internal affairs department | 4 | Female. |
| District director of public health | 12 | Male. |
| District hospital administrative assistant | 8 | Do. |
| Sanitation inspector | 7 | Do. |
| Head nurse | 6 | Female. |
| District finance officer | 10 | Male. |
| Fiscal accounting clerk | 6 | Female. |
| General supply clerk | 6 | Male. |
| Clerk (typing) | 4 | Vacant. |
| General engineer | 11 | Male. |
| Leadingman public works | W. B. | Do |
| Do | W. B. | Vacant. |
| Snapper carpenter | W. B. | Male. |
| Snapper plumber | W. B. | Do. |
| Snapper electrician | W. B. | Do. |
| Snapper refrigeration mechanic | W. B. | Do. |
| Snapper automotive mechanic | W. B. | Do. |
| Snapper Diesel mechanic | W. B. | Do. |
| Clerk-typist | 3 | Vacant. |
| Physician in charge Tinian Hospital | 12 | Male. |
| Hospital administrative assistant | 8 | Do. |
| Clerk (typing) | 4 | Female. |
| Leadingman public works | W. B. | Male. |
| Snapper public works | W. B. | Do. |
| Agriculturist | 9 | Do. |

YAP

| | | |
|---|---|---|
| District administrator | 12 | Male. |
| Assistant to district administrator | 10 | Do. |
| Anthropologist | 9 | Do. |
| Secretary to district administrator | 6 | Do. |
| Chief communicator | 9 | Do. |
| Radio mechanic | W. B. | Do. |
| Educational administrator | 10 | Do. |
| Education and training specialist | 9 | Vacant. |
| Teacher, general | 5 | Male. |
| Do | 5 | Female. |
| District medical officer | 12 | Male. |
| Medical officer | Alien | Do. |
| District hospital administrative assistant | 8 | Do. |
| Clerk-typist | 3 | Female. |
| Leadingman public works | W. B. | Male. |
| Snapper public works | W. B. | Do. |

KOROR

| Position | Grade | Sex |
|---|---|---|
| District administrator | 13 | Vacant. |
| Administrative assistant | 9 | Do. |
| Secretary to district administrator | 5 | Do. |
| Chief communicator | 9 | Male. |
| Communicator | 7 | Do. |
| Legal adviser | 9 | Vacant. |
| Educational administrator | 11 | Male. |
| Principal, intermediate school | 9 | Do. |
| Supervisor, teacher education | 9 | Do. |
| Teacher, general | 7 | Female. |
| Teacher, agriculture and industrial arts | 7 | Male. |
| Internal affairs officer | 11 | Do. |
| Anthropologist | 9 | Do. |
| Agriculturist | 10 | Vacant. |
| Economist | 10 | Do. |
| Secretary, internal affairs department | 4 | Female. |
| District director of public health | 12 | Male. |
| Medical officer | 12 | Do. |
| Dental officer | 11 | Do. |
| District hospital administrative assistant | 8 | Do. |
| Sanitation inspector | 7 | Do. |
| Head nurse | 6 | Female. |
| Clerk-typist | 3 | Do. |
| District finance officer | 10 | Male. |
| General supply clerk | 6 | Do. |
| Fiscal accounting clerk | 6 | Do. |
| Clerk typing | 4 | Female. |
| General engineer | 11 | Vacant. |
| Leadingman, public works | W. B. | Male. |
| Snapper carpenter | W. B. | Vacant. |
| Snapper plumber | W. B. | Male. |
| Snapper electrician | W. B. | Do. |
| Snapper refrigeration mechanic | W. B. | Do. |
| Snapper auto mechanic | W. B. | Do. |
| Snapper Diesel mechanic | W. B. | Do. |
| Clerk-typist | 3 | Female. |

## MICRONESIAN EMPLOYEES OF THE ADMINISTRATION AS OF JUNE 30, 1952

Note.—The various numbered groups used below refer in general to the following classifications of workers in their respective fields:

Group I: Apprentices.
Group II: Unskilled laborers.
Group III: Semiskilled laborers.
Group IV: Skilled laborers.
Group V: Supervisors, clerks, technicians.
Group VI: Administrative assistants, accountants, interpreters, medical practitioners, school principals, etc.

SAIPAN

| Group | Administration | Operations | Internal Affairs | Economics | Education | District attorney | Public health | Finance and supply | Public works | Constabulary | Total Male | Total Female | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| I | 2 | ---- | 2 | 1 | 1 | ---- | 2 | 2 | 1 | 2 | 12 | 1 | 13 |
| II | 2 | ---- | 1 | ---- | ---- | 1 | 2 | 2 | 5 | ---- | 10 | 3 | 13 |
| III | 2 | ---- | ---- | ---- | 1 | 3 | 4 | 4 | 11 | 16 | 35 | 6 | 41 |
| IV | 5 | 4 | 10 | 28 | 2 | ---- | 37 | 5 | 86 | 3 | 157 | 23 | 180 |
| V | ---- | ---- | ---- | ---- | 2 | 2 | 41 | ---- | 95 | 3 | 115 | 28 | 143 |
| VI | ---- | ---- | ---- | ---- | ---- | 4 | 3 | ---- | 1 | 1 | 8 | 1 | 9 |
| Total | 11 | 4 | 13 | 32 | 12 | 1 | 89 | 13 | 199 | 25 | ---- | ---- | 399 |



PALAU

| Group | Administration | Operations | Internal Affairs | Economics | Education | District attorney | Public health | Finance and supply | Public works | Constabulary | Total Male | Total Female | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| I | ---- | ---- | ---- | ---- | ---- | ---- | 6 | ---- | ---- | ---- | ---- | 6 | 6 |
| II | ---- | ---- | 2 | ---- | 2 | ---- | 3 | ---- | ---- | ---- | 6 | 1 | 7 |
| III | 1 | 25 | 6 | ---- | 2 | ---- | 5 | 2 | 27 | ---- | 67 | 1 | 68 |
| IV | ---- | 8 | ---- | ---- | ---- | ---- | 3 | ---- | 36 | ---- | 47 | ---- | 47 |
| V | 5 | 8 | 5 | ---- | 5 | ---- | 5 | 2 | 20 | 13 | 58 | 5 | 63 |
| VI | 2 | 4 | 7 | ---- | 6 | ---- | 18 | ---- | 16 | 11 | 44 | 20 | 64 |
| Total | 8 | 45 | 20 | ---- | 15 | ---- | 40 | 4 | 99 | 24 | 222 | 33 | 255 |

MARSHALLS

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| I | ---- | ---- | ---- | ---- | 2 | ---- | 5 | ---- | ---- | ---- | 4 | 1 | 5 |
| II | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | 1 | 1 | 2 |
| III | 2 | ---- | ---- | ---- | ---- | ---- | 8 | 3 | 40 | 2 | 53 | 2 | 55 |
| IV | 5 | ---- | 2 | ---- | ---- | ---- | 2 | 4 | 16 | 9 | 37 | 1 | 38 |
| V | 5 | ---- | 1 | ---- | 1 | ---- | 61 | 1 | 15 | 2 | 74 | 12 | 86 |
| VI | 5 | ---- | 1 | ---- | 4 | 2 | 2 | 3 | 22 | 4 | 43 | 0 | 43 |
| Total | 17 | ---- | 4 | ---- | 7 | 2 | 78 | 11 | 93 | 17 | 212 | 17 | 229 |

PONAPE

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| I | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| II | 4 | 5 | 13 | ---- | 5 | ---- | 21 | 4 | 72 | 22 | 136 | 10 | 146 |
| III | 1 | 6 | 10 | ---- | 3 | ---- | 15 | 2 | 29 | 4 | 65 | 5 | 70 |
| IV | 3 | 2 | 2 | ---- | ---- | ---- | ---- | ---- | 17 | 1 | 25 | 0 | 25 |
| V | ---- | ---- | 2 | ---- | 2 | 1 | 9 | ---- | ---- | ---- | 9 | 5 | 14 |
| VI | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| Total | 8 | 13 | 27 | ---- | 10 | 1 | 45 | 6 | 118 | 27 | 235 | 20 | 255 |

TRUK

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| I | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| II | 3 | ---- | ---- | ---- | 5 | ---- | 2 | 2 | 59 | ---- | 71 | ---- | 71 |
| III | 1 | ---- | ---- | ---- | 2 | ---- | 8 | 12 | 23 | ---- | 43 | 3 | 46 |
| IV | ---- | ---- | ---- | ---- | 2 | ---- | 1 | 6 | 43 | ---- | 52 | ---- | 52 |
| V | 2 | ---- | 1 | ---- | 5 | 3 | 63 | 1 | ---- | 22 | 92 | 5 | 97 |
| VI | ---- | ---- | 1 | ---- | 1 | ---- | 6 | 1 | ---- | 1 | 8 | 2 | 10 |
| Total | 6 | ---- | 2 | ---- | 15 | 3 | 80 | 22 | 125 | 23 | 266 | 10 | 276 |

YAP

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| I | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| II | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | 71 | ---- | 71 | ---- | 71 |
| III | 2 | ---- | 1 | ---- | ---- | 2 | 35 | ---- | ---- | 10 | 38 | 12 | 50 |
| IV | 4 | ---- | ---- | ---- | ---- | ---- | 6 | ---- | ---- | 7 | 17 | ---- | 17 |
| V | ---- | ---- | ---- | ---- | ---- | 5 | 2 | ---- | ---- | 1 | 8 | ---- | 8 |
| VI | ---- | ---- | ---- | ---- | ---- | ---- | 3 | ---- | ---- | 1 | 1 | 3 | 4 |
| Total | 6 | ---- | 1 | ---- | ---- | 7 | 46 | ---- | 71 | 19 | 135 | 15 | 150 |

## JUSTICE AND PENAL ADMINISTRATION

### *Tabulation of Convictions for Major Offenses During Year Ending June 30, 1952*

| Major offenses | Number of convictions | Sex of offenders | Sentence imposed |
|---|---|---|---|
| Murder, second degree | 1 | M | 10 years imprisonment. |
| | 1 | M | 5 years imprisonment. |
| | 1 | M | $500 fine and 18 months (suspended). |
| Involuntary manslaughter | 1 | M | $200 fine and 18 months (suspended). |
| | 1 | M | 4 years (suspended). |
| Aggravated assault | 1 | M | 1 year (suspended except first 2 months). |
| Mayhem | 1 | M | 3 years (suspended except first year). |
| | 1 | M | 18 months. |
| Grand larceny | 1 | M | 2 years (suspended except first month). |
| Conspiracy | 5 | M | 6 months each. |
| Carnal knowledge | 1 | M | 4 years (2 counts). |
| | 1 | M | 5 years (2 counts). |
| Embezzlement | 1 | M | 6 months (suspended except first week). |
| | 1 | M | 18 months (suspended except first 2 weeks). |
| | 1 | M | 2 years (suspended except first 2 months). |
| | 1 | M | 2½ years (suspended except first 6 weeks). |
| Burglary | 2 | M | Residence restricted to Agrihan for 6 months on each count. Sentences to run concurrently (2 counts). |
| Burglary and grand larceny | 1 | M | 2 years on burglary count (suspended except first 2 months). 6 months on grand larceny count, sentences to run concurrently. |

### *Prison Information for Period July 1, 1951, to June 30, 1952*

| | Saipan | Koror | Yap | Truk | Ponape | Marshalls |
|---|---|---|---|---|---|---|
| Total number persons committed | 14 | 54 | 2 | 12 | 11 | 7 |
| Average number inmates | 6 | 9 | 2 | 3 | 4 | 2 |
| Females committed | 0 | 3 | 0 | 0 | 0 | 0 |
| Number of cells and wards: | | | | | | |
| Cells | 21 | 3 | 2 | 4 | 9 | 2 |
| Wards | 2 | 1 | 1 | 0 | 0 | 0 |
| Number of cubic feet sleeping space per prisoner | 413 | 377 | 250 | 600 | 615 | 640 |
| Breakdown into Chamorros, Carolinians, others not indigenous to particular area committed: | | | | | | |
| Chamorros | 9 | 48 | ---- | ---- | ---- | ---- |
| Carolinians | 5 | ---- | 2 | 12 | 11 | ---- |
| Marshallese | ---- | ---- | ---- | ---- | ---- | 7 |
| Filipinos | ---- | 1 | ---- | ---- | ---- | ---- |
| Okinawans | ---- | 5 | ---- | ---- | ---- | ---- |

### *Dietary Scale for Prisoners*

Dietary scale for prisoners in district jails averages at least 2,500–3,000 calories per day. Local and imported foods are used to provide the proper nutritional diet. In addition, prisoners are permitted to receive native food contributed by their families and friends.

## PUBLIC FINANCE

### *Local Revenues*

| Type of revenue | 1948 | 1949 | 1950 | 1951 | 1952 | Estimate 1953 |
|---|---|---|---|---|---|---|
| Internal revenues tax and trochus royalties | $26,698.32 | $44,525.27 | $28,593.76 | $46,486.93 | $60,328.22 | $60,830 |
| Processing tax | 120,042.97 | 109,956.34 | 131,962.58 | 186,389.90 | 193,810.34 | 175,648 |
| Import tax | 12,524.18 | 3,340.76 | | | | |
| Rent of land and facilities | 1,538.89 | 530.88 | 575.95 | 3,671.94 | [1] 6,419.90 | |
| Alien property fund | 767.22 | 76,396.78 | | | | |
| Fines and court fees | 965.00 | 17,192.00 | 10,531.76 | 4,245.05 | 2,619.85 | 3,522 |
| Fees and service charges | | 9,442.32 | 15,555.31 | 25,351.78 | 3,832.56 | 3,000 |
| Miscellaneous sales | | 1,592.55 | 116.00 | 73,420.23 | [1] 13,900.62 | |
| Dividends (ITC) | | 100,000.00 | | | | |
| Miscellaneous collections | 37.00 | 4,974.74 | 149,382.33 | 6,760.89 | 22,015.46 | 8,000 |
| Scrap sales | | | | | [2] 299,265.03 | |
| Unobligated balance from 1952 fiscal year | | | | | | 51,111 |
| Total | 162,573.58 | 367,951.64 | 336,727.69 | 346,326.72 | [3] 602,241.98 | 302,111 |

[1] Such collections in future years credited directly to activities.
[2] Such collections in future years credited to economic conservation and welfare fund.
[3] Includes unobligated balance of $51,111 carried over to 1953.

### *Expenditures*

| Program | 1948 | 1949 | 1950 | 1951 [1] | 1952 | Estimate 1953 |
|---|---|---|---|---|---|---|
| General administration | $164,524.27 | $168,115.28 | $151,267.81 | $5,167,000 | $994,681.68 | $1,436,650 |
| Legal and public safety | 85,837.92 | 110,473.07 | 125,298.64 | 177,200 | 145,841.43 | 150,000 |
| Public education | 168,177.00 | 338,048.49 | 376,520.00 | 407,509 | 392,282.46 | 468,000 |
| Commerce, industry, and agriculture | 83,664.41 | 140,001.73 | 112,237.97 | 88,400 | 317,919.52 | 480,000 |
| Medical care, public health, and sanitation | 294,862.02 | 385,417.90 | 295,811.46 | 490,000 | 648,368.25 | 660,000 |
| Public works | 198,071.46 | 242,398.77 | 180,946.93 | 1,227,000 | 1,165,110.39 | 1,722,207 |
| Transportation services | | | | | 690,428.13 | 681,000 |
| Radio communication system | | | | | | 100,100 |
| Undistributed obligations at June 30, 1952 | | | | | 613,988.52 | |
| Subtotal | 950,137.08 | 1,384,455.24 | 1,242,082.81 | 7,557,109 | 4,968,620.38 | 5,697,957 |
| High Commissioner's Office and Judiciary | | | | | 94,019.00 | 97,904 |
| Total | 950,137.08 | 1,384,455.24 | 1,242,082.81 | 7,557,109 | 5,062,639.38 | 5,795,861 |

[1] Included in this table are the following amounts which were expended by the Navy Department in 1951 fiscal year from other appropriated funds. A similar statement for previous years is not available.

| Program | Actual | Estimated | Total | Program | Actual | Estimated | Total |
|---|---|---|---|---|---|---|---|
| General administration | $852,000 | $4,104,000 | $4,956,000 | Medical care, public health, and sanitation | $191,000 | | $191,000 |
| Legal and public safety | 18,200 | | 18,200 | Public works | 1,000,000 | | 1,000,000 |
| Public education | 22,000 | | 22,000 | Total | 2,106,600 | $4,104,000 | 6,210,600 |
| Commerce, industry, and agriculture | 23,400 | | 23,400 | | | | |

### *Source of Revenue*

| Source of revenue | 1948 | 1949 | 1950 | 1951 | 1952 | Estimate 1953 |
|---|---|---|---|---|---|---|
| Appropriated funds | $1,021,656 | $1,125,000 | $795,000 | $1,014,000 | $4,267,270.00 | $5,493,750 |
| Local funds | | 275,000 | 605,000 | 421,326 | 602,241.98 | [2] 302,111 |
| Angaur mining trust agreement processing tax | | | | [1] 45,978 | | |
| Special appropriations for projects in connection with administrative transfer | | | | 1,011,400 | | |
| Local funds transferred from Navy at June 30, 1951 | | | | 6,210,600 | 244,239.02 | |
| Revenue from other appropriated funds | | | | | | |
| Total | 1,021,656 | 1,400,000 | 1,400,000 | 8,657,326 | [2] 5,113,751.00 | 5,795,861 |

[1] Taxes from this source carried under economic, conservation, and welfare fund in 1952 and 1953.
[2] Includes unobligated balance of $51,111 carried over from 1952 to 1953.



## TAXATION

For information concerning taxes see chapter on economic advancement, taxation section.

## TRADE VOLUME ESTIMATES

Total imports, $1,848,885.
Total exports, $1,750,162.

There are no imports or exports of bullion or specie as such.

### *Imports by Commodity and Value*

| | Food | Clothing | Tobacco | Building material | Boats, machinery | Miscellaneous |
|---|---|---|---|---|---|---|
| United States | $840,087 | $259,793 | $112,868 | $62,224 | $32,516 | $160,406 |
| | [1] 49 | [1] 14 | [1] 6 | [1] 3 | [1] 2 | [1] 9 |
| Japan | $131,646 | $32,928 | | $24,324 | $6,885 | $19,015 |
| | [1] 7 | [1] 2 | | [1] 1 | (2) | [1] 1 |
| Australia | $83,092 | | | | | |
| | [1] 5 | | | | | |
| Other | $68,751 | $3,185 | $173 | $4,668 | | $6,325 |
| | [1] 4 | (2) | (2) | (2) | | (2) |
| Total | $1,123,576 | $295,906 | $113,040 | $91,215 | $39,401 | $185,746 |
| | [1] 61 | [1] 16 | [1] 6 | [1] 5 | [1] 2 | [1] 10 |

[1] Percent of total imports.
[2] Less than 1 percent.

### *Exports by Commodity and Value*

| Commodity | Value | Percent of total exports | Country of destination |
|---|---|---|---|
| Copra | $1,100,000 | 62.9 | United States and Japan. |
| Phosphate | 500,000 | 28.6 | Japan. |
| Trochus | 80,264 | 4.6 | United States and Japan. |
| Handicraft | 40,000 | 2.2 | United States. |
| Other [1] | 29,898 | 1.7 | United States and Japan. |
| Total | 1,750,162 | 100.0 | |

[1] Includes mainly fresh fruits and vegetables to Guam and a small quantity of sea shells and charcoal to the United States.

There is no re-export or transit trade in the Trust Territory.

Tariff schedules (see chapter, Economic Advancement, taxation section).

## ENTERPRISES AND BUSINESS ORGANIZATIONS

There are 10 businesses incorporated under the laws of the Government of the Trust Territory. See chapter entitled "Economic Advancement."

## HOUSING

Number of dwellings and number of persons per room in urban areas: There are no urban areas.

### *Dwellings Commenced and Completed During the Year*

| District: | Number |
|---|---|
| Saipan | 0 |
| Koror | 29 |
| Yap | 1 |
| Truk | 0 |
| Ponape | 4 |
| Majuro | 32 |
| Total | 66 |

### *Public Structures Built During the Year*

| District: | Number |
|---|---|
| Saipan | 1 |
| Koror | 1 |
| Truk | 1 |
| Ponape | 1 |
| Marshalls | 1 |
| Total | 5 |

## PRODUCTION

### *Agriculture*

Information showing acreage and production of agricultural crops is not available because of the subsistence nature of agriculture in the territory. Neither is precise information on the number of livestock available.

### *Mines*

The only mineral which is commercially exploited in the territory is phosphate. During the year, approximately 102,290 long tons of phosphate were produced with a value of approximately $500,000. There are 330 Japanese nationals and 39 Micronesians employed in the mining of phosphate on Angaur.

### *Industries*

The Micronesian society is not an industrial one. There are no factories or industrial organizations. Economic activity centers around the production of copra, trochus, handicraft, and fruits and vegetables produced on an individual basis. Almost all Micronesians participate in these activities.

### *Commercial Fishing*

Commercial fishing is not conducted to any appreciable extent in the territory. Fishing is largely a subsistence activity.

## LABOR

### *Employment*

NUMBER OF WORKERS AS OF JUNE 30, 1951

*District Administration Employees*

| District | Wage workers | Salaried workers | Total |
|---|---|---|---|
| Saipan | 250 | 149 | 399 |
| Palau | 115 | 140 | 255 |
| Yap | 117 | 33 | 150 |
| Truk | 145 | 131 | 276 |
| Ponape | 127 | 128 | 255 |
| Marshalls | 142 | 87 | 229 |
| Total | 896 | 668 | 1,564 |

*Professional Employees*

| District | Medical | Educational | Total |
|---|---|---|---|
| Saipan | 89 | 12 | 101 |
| Palau | 40 | 15 | 55 |
| Yap | 46 | 7 | 53 |
| Truk | 80 | 15 | 95 |
| Ponape | 45 | 10 | 55 |
| Marshalls | 78 | 7 | 85 |
| Total | 378 | 66 | 444 |

Employees of the Angaur phosphate mine: 330 Japanese nationals and 39 islanders.

It is estimated that approximately 300 Micronesian workers are employed at a distance from their homes (i. e., Guam).

AVERAGE RATES OF WAGES

*Average Hourly Wage Applying to the Trust Territory*

| District: | *Hourly wage* |
|---|---|
| Saipan | $0.551 |
| Palau | .202 |
| Yap | .143 |
| Truk | .184 |
| Ponape | .244 |
| Marshalls | .306 |

*Average hours of work per day and per week.* The normal actual hours per day are 8, and 40 hours is the workweek. Overtime is not a general practice.

Average earnings per week in the trust territory, $8.46.

Ration scales in force: No rations are paid in lieu of money except that some domestics receive varying amounts of subsistence in addition to wages.

NUMBER OF INDUSTRIAL ACCIDENTS

Fatal: Three.

Nonfatal: Statistics are not available; however, a Safety supervisor is now in the field, and reports will soon be available.

Number of cases of illness or death due to occupational diseases: None.

Number and duration of industrial disputes, etc: See social advancement section, chapter VI, narrative report.

Unemployment: See social advancement section, chapter VI, narrative report.

## COST OF LIVING

The following is a list of representative items from the records of the Island Trading Company of Micronesia. The prices of the commodities listed are those in effect as of June 30, 1952. This is in no sense an index of prices and cannot be used to determine a cost-of-living index. The major portion of the population is dependent upon subsistence agriculture. For this reason no representative price list of foods used by the Micronesians is available. Only a small portion of the food which makes up the islander's diet is purchased for cash.

*Island Trading Company price list as of June 30, 1952*

| Item | Unit | Price to wholesalers | Price to retailers | Price to consumers |
|---|---|---|---|---|
| Rice | Pound | $0.13 | $0.14 | $0.15 |
| Sugar | do | .12 | .13 | .14 |
| Flour | do | .101 | .11 | .12 |
| Cigarettes, popular brands | Package | .116 | .13 | .15 |
| Cigarettes, All Jacks | do | .071 | .08 | .09 |
| Copra bags | Each | .20 | .21 | .22 |
| Gray shirt | do | 1.05 | 1.13 | 1.22 |
| Kerosene | Gallon | .44 | .44 | .48 |
| Laundry soap | Bar | .05 | .06 | .07 |
| Toilet soap | do | .05 | .06 | .07 |
| Mackerel, natural | Can | .131 | .14 | .15 |
| Copra knife, 6-inch blade | Each | .39 | .42 | .45 |
| Shortening | Pound | .263 | .29 | .31 |
| Biscuits | Case | 13.78 | 14.84 | 15.90 |
| Corned beef | 12-oz can | .27 | .29 | .31 |
| Evaporated milk | Can | .13 | .14 | .15 |
| Coffee | Pound | 1.00 | 1.08 | 1.16 |
| Cotton cloth, average | Yard | .38 | .42 | .45 |



## PUBLIC HEALTH

### *Medical Personnel*

NONINDIGENOUS MEDICAL PERSONNEL

| Classification | High Commissioner | Saipan | Palau | Truk | Ponape | Marshalls | Yap | Total |
|---|---|---|---|---|---|---|---|---|
| Director of public health | 1 | | | | | | | 1 |
| District director of public health (officially registered physician) | | 2 | 2 | 3 | 2 | 1 | 2 | 12 |
| Dental officer (officially registered dentist) | | | 1 | | 1 | 1 | | 3 |
| Hospital administrator | | 1 | 1 | 1 | 1 | 1 | 1 | 6 |
| Sanitarian (sanitation graduate) | | 1 | 1 | 1 | 1 | 1 | | 5 |
| Chief clinician (officially registered physician) | | [1] 1 | | | | | | 1 |
| General hospital administrator | | [1] 1 | | | | | | 1 |
| Laboratory technician (registered) | | [1] 1 | | | | | | 1 |
| X-ray technician (registered) | | [1] 1 | | | | | | 1 |
| Medical records librarian (registered) | | [1] 1 | | | | | | 1 |
| Nurse supervisor (registered nurse) | | 1 | 1 | 1 | 1 | | | 4 |
| Medical supply supervisor | | 1 | | | | | | 1 |
| Total | 1 | 11 | 6 | 6 | 6 | 4 | 3 | 37 |

[1] Interdistrict assignment.

INDIGENOUS MEDICAL PERSONNEL

| Classification | Saipan | Palau | Truk | Ponape | Marshalls | Yap | Total |
|---|---|---|---|---|---|---|---|
| Licensed medical practitioner (trust-territory trained) | | | | | 1 | | 1 |
| Assistant medical practitioners (trained prior to 1945) | 2 | | | 1 | | | 3 |
| Medical interns (trust-territory trained) | 3 | 3 | 2 | 2 | 3 | 1 | 14 |
| Assistant dental practitioner (trained prior to 1945) | 1 | | 1 | | | | 2 |
| Dental interns (trust-territory trained) | | 1 | | | 1 | | 2 |
| Nurse, graduate | 1 | 11 | 3 | 4 | 10 | 1 | 30 |
| Health aides, medical | 5 | 11 | 51 | 15 | 48 | 8 | 138 |
| Health aides, dental | 1 | | 2 | 1 | 2 | | 6 |
| Nurse aides | 32 | 12 | 8 | 15 | 4 | 21 | 92 |
| Laboratory technicians | 2 | 1 | 2 | 1 | 1 | 2 | 9 |
| X-ray technicians | 2 | 1 | 2 | 1 | 1 | 1 | 8 |
| Total | 49 | 40 | 71 | 40 | 71 | 34 | 305 |
| Hospital administrative inspections | 11 | 7 | 7 | 7 | 7 | 7 | 46 |

### *Hospitals*

HOSPITAL BEDS

| | General | Tuberculosis | Leprosy | Psychiatric | Total |
|---|---|---|---|---|---|
| Saipan | 80 | 38 | | 20 | 138 |
| Tinian | | | [1] 33 | | 33 |
| Palau | 54 | 27 | | | 81 |
| Truk | 40 | 23 | | | 63 |
| Ponape | 32 | 20 | | | 52 |
| Marshalls | 27 | 8 | | | 35 |
| Yap | 35 | 5 | | | 40 |
| Total | 268 | 121 | 33 | 20 | 442 |

[1] In addition to hospital beds, there are living quarters at Tinian for 120 ambulatory patients.

### *Disease Statistics*

DEATHS FROM PREVALENT DISEASES

| | Saipan | Palau | Truk | Ponape | Marshalls | Yap | Total |
|---|---|---|---|---|---|---|---|
| Tuberculosis | 8 | 7 | 36 | 4 | 15 | 2 | 72 |
| Upper respiratory infection | 3 | 0 | 0 | 3 | 14 | 0 | 23 |
| Intestinal parasitism | 7 | 0 | 0 | 0 | 0 | 0 | 7 |
| Amoebiasis | 0 | 0 | 0 | 0 | 0 | 2 | 2 |
| Leprosy | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| Fungus infection | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Yaws | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Gonococcus infection | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | 19 | 7 | 36 | 7 | 29 | 4 | 105 |

## EDUCATIONAL STATISTICS

### *Number of Schools as of 30 June 1952*

| District | Missionary non-assisted | Public elementary | Public intermediate | Higher professional | Total |
|---|---|---|---|---|---|
| Palau | 2 | 22 | 1 | 0 | 25 |
| Truk | 5 | 44 | 1 | 1 | 51 |
| Saipan | 0 | 8 | 1 | 0 | 9 |
| Marshalls | 7 | 35 | 1 | 0 | 43 |
| Ponape | 6 | 17 | 1 | 0 | 24 |
| Yap | 0 | 13 | 1 | 0 | 14 |
| Total | 20 | 139 | 6 | 1 | 166 |

### *Number of Pupils*

| District | Elementary | | | | Intermediate | | | | PICS public higher technical and professional | | Advanced schools (dental, medical, and nursing) | | High school on Guam | | Schools abroad | Total students |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Public | | Mission | | Public | | Mission | | | | | | | | | |
| | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | | |
| Palau | 595 | 468 | 41 | 71 | 101 | 46 | 93 | 47 | 14 | 7 | 12 | 3 | 28 | 0 | 9 | 1,535 |
| Truk | 1,114 | 764 | 141 | 91 | 180 | 13 | 0 | 139 | 24 | 3 | 12 | 0 | 0 | 0 | | 2,481 |
| Saipan | 485 | 396 | 0 | 0 | 74 | 51 | 0 | 0 | 9 | 1 | 4 | 1 | 30 | 9 | 6 | 1,066 |
| Marshall | 589 | 478 | 215 | 184 | 99 | 15 | 25 | 10 | 16 | 0 | 6 | 2 | 0 | 0 | 2 | 1,641 |
| Ponape | 539 | 425 | 280 | 225 | 108 | 7 | 75 | 58 | 16 | 1 | 12 | 1 | 0 | 2 | 9 | 1,758 |
| Yap | 175 | 143 | 0 | 0 | 75 | 20 | 0 | 0 | 8 | 2 | 5 | 0 | 0 | 1 | 0 | 429 |
| Total | 3,497 | 2,674 | 677 | 571 | 637 | 152 | 193 | 254 | 87 | 14 | 51 | 7 | 58 | 12 | 26 | 8,910 |

239917—53——6

### *Number of teachers as of 30 June 1952*

| District | Elementary[1] Public | | Elementary[1] mission[2] | | | | Public intermediate | | | | Mission intermediate | | | | PICS | | | | Total indigenous | Total nonindigenous |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Indigenous | | Non indigenous | | Indigenous | | Non indigenous | | Indigenous | | Non indigenous | | Indigenous | | Non indigenous | | | |
| | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | Male | Female | | |
| Palau | 67 | 8 | 2 | 3 | 0 | 0 | 7 | 2 | 1 | 1 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 91 | 2 |
| Truk | 57 | 9 | 1 | 0 | 3 | 0 | 8 | 2 | 3 | 3 | 0 | 4 | 1 | 6 | 0 | 0 | 2 | 4 | 79 | 22 |
| Saipan | 14 | 9 | 0 | 0 | 0 | 0 | 2 | 2 | 2 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 27 | 6 |
| Marshalls | 38 | 6 | 18 | 7 | 0 | 0 | 4 | 1 | 0 | 2 | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 74 | 4 |
| Ponape | 34 | 2 | 9 | 8 | 4 | 7 | 3 | 0 | 2 | 1 | 3 | 0 | 2 | 2 | 0 | 0 | 0 | 0 | 59 | 18 |
| Yap | 20 | 2 | 0 | 0 | 0 | 0 | 6 | 0 | 2 | 1 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 28 | 3 |
| Total | 230 | 36 | 30 | 18 | 7 | 7 | 30 | 5 | 10 | 12 | 5 | 4 | 4 | 9 | 0 | 0 | 2 | 4 | 358 | 55 |

[1] All teachers in elementary schools teach elementary English, arithmetic, social studies, health, science, industrial arts, vocational subjects, etc. American teachers offer advanced work in these subjects and special subjects.
[2] Does not include missionaries.

### *Education Expenditures and Budget: Educational Expenditures for Fiscal Year 1952:*

TYPES OF SCHOOLS AND FUNCTIONS (EXCLUDING ELEMENTARY SCHOOL TEACHERS' SALARIES PAID FROM LOCAL MUNICIPAL FUNDS)

| | |
|---|---|
| Public elementary and intermediate schools | $283,974.54 |
| Public advanced (schools on Guam and Suva) | 38,647.79 |
| Public advanced (PICS at Truk) | 52,912.09 |
| Missionary and private | |
| Administration HICOMTERPACIS (including publications | 52,895.83 |
| Other expenses | 2,500.00 |
| Total | 430,930.25 |

OBJECT ITEMS (EXCLUDING PUBLIC ADVANCED SCHOOLS AT GUAM AND SUVA, AND ELEMENTARY TEACHERS' SALARIES PAID FROM LOCAL MUNICIPAL FUNDS)

| | |
|---|---|
| Personnel (including indigenous) | $270,555.01 |
| Publications | 2,407.50 |
| Supplies and equipment | 84,633.42 |
| Scholarships and student subsidies | 51,633.57 |
| Subsidies to municipalities to aid in the payment of elementary teachers | 3,300.00 |
| Other expenses | 18,400.55 |
| Total | 430,930.25 |

### *Missionaries Engaged in Educational Work as of 30 June 1952*

PALAU

| Total number | Nationality and number of each | Number actually teaching | Number of each denomination |
|---|---|---|---|
| 10 | 8 American<br>2 German | 7<br>2 | 3 Protestant.<br>7 Catholic. |

YAP

(none)

TRUK

| | | | |
|---|---|---|---|
| 10 | 2 American<br>7 Spanish<br>1 German | 2<br>7<br>1 | 1 Protestant.<br>9 Catholic. |

MARSHALLS

| Total Number | Nationality and number of each | Number actually teaching | Number of each denomination |
|---|---|---|---|
| 7 | 7 American | 6 | 2 Protestant.<br>5 Catholic. |

PONAPE

| | | | |
|---|---|---|---|
| 24 | 10 American<br>6 Spanish<br>3 Ponapean<br>2 Mexican<br>1 Brazilian<br>1 Saipanese | 7<br>6<br>3<br>2<br>1<br>1 | 6 Protestant.<br>18 Catholic. |

SAIPAN

(none)

There are no government cash subsidies or grants-in-aid allowed missionaries.

### *Missionary Societies Engaged in Educational Work as of 30 June 1952*

PALAU

| Number of church schools | Total number of students |
|---|---|
| (Maryknoll Sisters, Society of Jesus) Catholic | 202 |
| (American Board of Foreign Missions) Protestant | 50 |
| Total | 252 |

TRUK

| | |
|---|---|
| (Sisters of Mercy, Society of Jesus) Catholic | 321 |
| (American Board of Foreign Missions) Protestant | 50 |
| Total | 371 |

MARSHALLS

| | |
|---|---|
| (Sisters of Mercy, Society of Jesus) Catholic | 195 |
| (American Board of Foreign Missions) Protestant | 239 |
| Total | 434 |

PONAPE

| | |
|---|---|
| (Sisters of Mercy, Society of Jesus) Catholic | 505 |
| (American Board of Foreign Missions) Protestant | 133 |
| Total | 638 |
| Grand total | 1,695 |

# Documentary Supplement No. I

## EXECUTIVE ORDER NO. 10265

### *Transfer of the Administration of the Trust Territory of the Pacific Islands From the Secretary of the Navy to the Secretary of the Interior*

Whereas the Trust Territory of the Pacific Islands (hereinafter referred to as the "Trust Territory") was placed under the Trusteeship system established by the Charter of the United Nations by means of a Trusteeship Agreement approved by the Security Council of the United Nations on April 2, 1947, and by the United States Government on July 18, 1947, after due constitutional process;

Whereas the United States, under the terms of the Trusteeship Agreement, was designated as the Administering Authority of the Trust Territory, and has assumed obligations for the Government thereof;

Whereas Executive Order No. 9875 of July 18, 1947, delegated authority and responsibility for the Civil Administration of the Trust Territory to the Secretary of the Navy on an interim basis;

Whereas a committee of the Secretaries of State, War, the Navy, and the Interior recommended on June 18, 1947, that administrative responsibility for the Trust Territory be transferred to a civilian agency of the Government at the earliest practicable date;

Whereas plans for the orderly transfer of administrative responsibility for the Trust Territory from the Secretary of the Navy to the Secretary of the Interior are embodied in a memorandum of understanding between the Department of the Navy and the Department of the Interior, approved by me on September 23, 1949, and it is the view of the two departments, as expressed in that memorandum that such transfer should take effect on July 1, 1951;

Whereas the transfer of administration of the Trust Territory from the Secretary of the Navy to the Secretary of the Interior, effective July 1, 1951, appears to be in the public interest;

Now, therefore, by virtue of the authority vested in me as President of the United States, it is ordered as follows:

1. The administration of the Trust Territory is hereby transferred from the Secretary of the Navy to the Secretary of the Interior, such transfer to become effective on July 1, 1951.

2. The Department of the Navy and the Department of the Interior shall proceed with the plans for the transfer of administration of the Trust Territory as embodied in the above-mentioned memorandum of understanding between the two departments.

3. When the transfer of administration made by this order becomes effective, the Secretary of the Interior shall take such action as may be necessary and appropriate, and in harmony with applicable law, for the administration of Civil Government in the Trust Territory and shall, subject to such policies as the President may from time to time prescribe and, when appropriate, in collaboration with other departments or agencies of the Government, carry out the obligations assumed by the United States as the Administering Authority of the Trust Territory under the terms of the Trusteeship Agreement approved by the United States on July 18, 1947, and under the Charter of the United Nations: provided, however, that the authority to specify parts or all of the Trust Territory as closed for security reasons and to determine the extent to which Articles 87 and 88 of the Charter of the United Nations shall be applicable to such closed areas, in accordance with Article 13 of the Trusteeship Agreement, shall be exercised by the President: and provided, further, that the Secretary of the Interior shall keep the Secretary of State currently informed of activities in the Trust Territory affecting the foreign policy of the United States and shall consult the Secretary of State on questions of policy con-

cerning the Trust Territory which relate to the foreign policy of the United States and that all relations between departments or agencies of the Government and appropriate organs of the United Nations with respect to the Trust Territory shall be conducted through the Secretary of State.

4. The Executive Departments and agencies of the Government are authorized and directed to cooperate with the Departments of the Navy and Interior in the effectuation of the provisions of this order.

5. The said Executive Order No. 9875, of July 18, 1947, is revoked, effective July 1, 1951.

(s) HARRY S. TRUMAN.

THE WHITE HOUSE, *June 29, 1951.*

# Document Supplement No. II

## EXECUTIVE ORDER NO. 8, JULY 2, 1951

### *Message From the Secretary of the Interior; Proclamation No. 2 by the High Commissioner of the Trust Territory of the Pacific Islands*

Whereas under date of July 1, 1951, the following message was issued by the Secretary of the Interior:

Please extend my warmest greetings to the people of the Trust Territory of the Pacific Islands and to both Federal and indigenous employees in the Trust Territory on occasion of the assumption by the Department of the Interior today of administrative responsibility for the Trust Territory, pursuant to Executive Order No. 10265 of President Truman of June 29, 1951. I wish to commend you and your staff and the naval personnel who have been assigned to the Trust Territory Government for the orderly manner in which the transfer from naval to civilian administration has been carried out in the area. The Navy Department and its able personnel have brought credit to the United States for the effective manner in which they have discharged the international obligations of the Government of the United States under the terms of trusteeship. The Department of the Interior is determined that the high standards of public service which have characterized the Navy's administration of the Trust Territory will be maintained under civilian administration. This department will dedicate itself to the principle that the interests of the indigenous inhabitants are paramount, subject only to the requirements of international peace and security. It will foster the maximum practicable participation by the indigenous inhabitants in their own governmental, social, and economic affairs. It will encourage scientific research and particularly the use of applied science in the development of policies and programs in consultation with the islanders. The department will apply in the Trust Territory the knowledge it has gained from its long experience in promoting the welfare of our territorial populations and the conservation and development of natural resources toward the fulfillment by the United States of its international trusteeship obligations.

I plan to issue policy directives from time to time as guides for you and your staff in formulating Interim Regulations and administrative programs and in the conduct of your relations with international and other Federal agencies. To facilitate the conduct of Trust Territory affairs pending issuance of such directives, it is hereby ordered as follows:

1. Interim Regulations. The present Interim Regulations and the procedure for establishing and amending such regulations shall remain in effect, provided that the authority heretofore exercised thereunder by the Secretary of the Navy shall hereafter be exercised by the Secretary of the Interior, and provided further that the High Commissioner shall, insofar as practicable, take steps to conform the Interim Regulations with the provisions of the draft Organic Act for the Trust Territory which has been submitted to the Senate of the Eighty-second Congress with the approval of the President. Policies now in effect shall be continued except insofar as they may be at variance with the above mentioned draft organic legislation and unless and until such policies are modified by the Secretary of the Interior.

2. Executive authority. The executive authority of the Government of the Trust Territory, and the responsibility for carrying out the international obligations undertaken by the United States with respect to the Trust Territory, will be vested in the High Commissioner and such officials as he may designate, under the supervision and direction of the Secretary of the Interior.

a. Relations with the Congress. The relations of the Government of the Trust Territory with the Congress of the United States on all legislative matters, including appropriations, shall be conducted through the Department of the Interior and with the approval of the Secretary of the Interior.

b. Relations with Interior Department. With freedom to consult directly with the Secretary as may be necessary, the High Commissioner shall normally communicate with the Secretary of the Interior through the Director of the Office of Territories. The High Commissioner shall be responsible for all United States property in the Trust Territory which is required for the operation of the Government of the Trust Territory and to which the Department of the Interior has custodial title or may use under permit. The High Commissioner shall perform such other functions for the Department of the Interior in the Trust Territory as may be delegated to him by the Secretary.

c. Relations with other Federal agencies. Initial contact by the Government of the Trust Territory with Federal agencies on other than routine matters shall be established through the Office of Territories of the Department of the Interior. Once the relationship has been established, direct contact between the Government of the Trust Territory and the Federal agencies concerned may be maintained and the Office of Territories kept informed of significant developments in the relationship. Federal agencies should be encouraged to extend their

normal Federal services and assistance to the Trust Territory wherever practicable, and the Government of the Trust Territory should be reimbursed for services which it performs for other Federal agencies.

d. Relations with foreign governments and international bodies. Communications of the Government of the Trust Territory with foreign government and international bodies shall be cleared through the Department of the Interior for transmittal by the Department of State unless otherwise approved by the Secretary of the Interior.

3. Judicial authority. The judicial authority shall be independent of the executive and legislative. Budgetary requirements for the territorial judiciary, with supporting justification, should be drawn up by the Chief Justice and submitted for the approval of the Department by the High Commissioner as a separate item in the annual budget for the Trust Territory. The High Commissioner should call the attention of the Department to any questions he has regarding the budget for the judiciary. Regulations bearing on the organization or operation of the judiciary shall be approved by the Secretary of the Interior prior to issuance.

Whereas under date of July 1, 1951, the following Proclamation was issued by the High Commissioner of the Trust Territory of the Pacific Islands:

PROCLAMATION NO. 2

*To the People of the Trust Territory of the Pacific Islands:*

Whereas the Trust Territory of the Pacific Islands has been placed under the trusteeship system established in the Charter of the United Nations, and the United States of America has been designated as the administering authority; and

Whereas the President of the United States by Executive Order of July 18, 1947, terminated the Military Government in the former Japanese Mandated Islands, now the Trust Territory of the Pacific Islands, and delegated authority and responsibility for the civil administration on an interim basis to the Secretary of the Navy, and at the same time made a public statement of his intention to effect the transfer of this responsibility from the Navy Department to a civilian agency of the Government at the earliest practicable date; and

Whereas the President of the United States by Executive Order dated June 29, 1951, has transferred the authority and responsibility for the civil administration of the Trust Territory from the Department of the Navy to the Department of the Interior, effective July 1, 1951;

Now, therefore, I, Elbert D. Thomas, High Commissioner of the Trust Territory of the Pacific Islands, do hereby proclaim as follows:

1. The executive authority of the Government of the Trust Territory, and the responsibility for carrying out the international obligations undertaken by the United States with respect to the Trust Territory, are vested in me as High Commissioner and in such officials as I may designate, under the supervision and direction of the Secretary of the Interior.

2. The judicial power in the Trust Territory of the Pacific Islands shall be vested in a Court of Appeals and such subordinate courts as are now or may hereafter be provided for by Interim Regulation, future proclamation or regulation, subject to such powers of confirmation and review as are now or may hereafter be reserved to the Secretary of the Interior. The Court of Appeals shall consist of the Chief Justice of the Trust Territory and three or more Associate Justices. The Chief Justice and one Associate Justice shall be appointed by the Secretary of the Interior for full-time judicial duties. The other Associate Justices shall be designated by the Secretary of the Interior for part-time or temporary judicial duties in the Trust Territory. Any three members shall constitute a quorum.

3. Your existing customs, religious beliefs, and property rights will be respected, and existing local laws and all proclamations, Interim Regulations, ordinances, and orders issued under the administration by the Department of the Navy shall remain in full force and effect, except as otherwise provided herein and as it may be necessary for me in the exercise of my powers and duties to change them. Effective July 1, 1951, any reference in the Interim Regulations to (1) Secretary of the Navy shall be, and the same is hereby amended to read, Secretary of the Interior; (2) Governor shall be, and the same is hereby amended to read, District Administrator, and (3) Civil Administrator shall be, and the same is hereby amended to read, District Administrator. Given under my hand this 1st day of July, 1951.

It is hereby ordered:

1. That due notice be taken by all personnel of the policy statements and amendments to the Interim Regulations contained in the above and foregoing message and Proclamation and that the same be observed in the performance of their respective duties;

2. That all District Administrators be and they hereby are made responsible for advising all personnel within their respective districts of the contents of such message and Proclamation;

3. That all District Administrators be and they hereby are made responsible for giving the widest possible publicity to such message and Proclamation among the inhabitants of their respective districts by means of, but not limited to, appropriate translations which are to be posted in all public places within their jurisdiction, and verbatim announcements at places of public gatherings, including schools and churches.

ELBERT D. THOMAS,
*High Commissioner of the*
*Trust Territory of the Pacific Islands.*

Distribution C.

# Documentary Supplement No. III

## EXECUTIVE ORDERS ISSUED BY THE HIGH COMMISSIONER DURING THE REPORTING PERIOD JULY 1, 1951–JUNE 30, 1952

### *Executive Order No. 10, July 23, 1951*

1. Interim Regulation #4–48, Section 3, Paragraphs A, B, C, and D be and the same are hereby amended to read as follows:

A. *The Saipan District* shall consist of those islands of the Trust Territory of the Pacific Islands and the territorial waters thereof, which lie north of 14 degrees north latitude, and west of 150 degrees east longitude.

B. *The Palau District* shall consist of those islands of the Trust Territory of the Pacific Islands and the territorial waters thereof, which lie west of 148 degrees east longitude and south of 11 degrees north latitude, but does not include the atolls of Ulithi, Fais, Ngulu, Sorol, and Yap.

C. *The Yap District* shall consist of those islands of the Trust Territory of the Pacific Islands and the territorial waters thereof known as the atolls of Ulithi, Fais, Ngulu, Sorol, and Yap, all of which lie west of 148 degrees east longitude and south of 11 degrees north latitude.

D. *The Truk District* shall consist of those islands of the Trust Territory of the Pacific Islands and the territorial waters thereof which lie within the area beginning at a point 0 degrees latitude 148 degrees east longitude, thence north to a point 11 degrees north latitude 148 degrees east longitude, thence east to a point 11 degrees north latitude and 154 degrees east longitude and thence south to a point 0 degrees latitude 154 degrees east longitude, thence west to the point of beginning.

E. *The Ponape District* shall consist of the islands of the Trust Territory of the Pacific Islands and the territorial waters thereof, which lie within the area beginning at a point 0 degrees latitude 154 degrees east longitude, thence north to a point 11 degrees north latitude 154 degrees east longitude, thence east to a point 11 degrees north latitude 158 degrees east longitude, thence southeast to a point 5 degrees north latitude 166 degrees east longitude, thence south to a point at 0 degrees latitude 166 degrees east longitude.

F. *The Marshall Islands District* shall consist of the islands of the Trust Territory of the Pacific Islands and the territorial waters thereof which lie within the area beginning at a point 11 degrees north latitude 158 degrees east longitude, thence southeast to a point 5 degrees north latitude 166 degrees east longitude, thence south along the 166 degrees east longitude meridian.

2. Interim Regulation #6–48, Paragraph 1 reading as follows:

The Governor of the Western Caroline Islands, through the Civil Administrator of the Palau District shall be responsible for the administration of those islands of the Trust Territory of the Pacific Islands, and the territorial waters thereof, which lie west of 148 degrees east longitude and south of 11 degrees north latitude, which jurisdiction shall be known as the Western Caroline Islands.

Be and the same is hereby stricken from said regulation and henceforth shall be null and void and of no further force and effect.

3. Interim Regulation #4–49 Paragraph 1 reading as follows:

The Governor of the Marshall Islands; through the Civil Administrator of the Marshall Islands District, shall be responsible for the administration of those islands of the Trust Territory of the Pacific Islands, and the territorial waters thereof, which lie east of jurisdictional boundary, which shall be described as follows: Beginning at a point 11 degrees north latitude 158 degrees east longitude, thence southeast to a point at 5 degrees north latitude 166 degrees east longitude, thence south along the 166 degree east longitude meridian. This jurisdiction shall be known as the Marshall Islands.

Be and the same is hereby stricken from said regulation and henceforth shall be null and void and of no further force and effect.

### *Executive Order No. 16, October 4, 1951*

It is hereby ordered that Article VII, Section 5 of Interim Regulations 5–48 be and the same is hereby amended to read as follows:

Section 5. *Pardons and Paroles.*—(a) Any person convicted of a crime or misdemeanor in the Trust Territory may be pardoned or paroled by the High Commissioner upon such terms and conditions as he shall deem best.

(b) Any person sentenced in any District of the Trust Territory to imprisonment for not more than six months or to pay a fine of not more than one hundred dollars ($100.00) may be pardoned or paroled by the District Administrator of the District upon such terms and conditions as he deems best.

### *Executive Order No. 17, October 4, 1951*

All functions pertaining to the settlement of land claims, as set fort in Section 15, paragraph e,

of Interim Regulation 3–50, are hereby transferred as of this date from the office of the Attorney General to the Department of Political Affairs, and all personnel now or about to be engaged in this activity will receive direction from the Department of Political Affairs.

### *Executive Order No. 18, November 20, 1951*

It is hereby ordered that effective this date Sections 9 and 10 of Interim Regulation 7–51 shall be known and cited as Sections 11 and 12 of said Regulation. It is further ordered that said Interim Regulation 7–51 be and the same is hereby amended by inserting the following provisions as Sections 9 and 10 of said Regulation:

Section 9. *Registration of vessels.*—No vessel, measuring 25 feet or more at the water line when empty of cargo and passengers, propelled in whole or in part by steam, gas, gasoline, petroleum, kerosene, naptha, fluid, electricity, or sail, excluding outrigger vessels of all kinds and vessels propelled by outboard motors, shall be granted a license, grant, or other express permit for the purpose of operation in any territorial waters of the Trust Territory of the Pacific Islands, unless the same shall be under the registry of a Sovereign State or that of the Trust Territory of the Pacific Islands in accordance with the requirements of this Regulation.

a. *Application for registration.*—The owner or person in control of any vessel not registered elsewhere desiring to operate it within the territorial waters of the Trust Territory of the Pacific Islands is required to make written application for the registration or reregistration thereof to the District Administrator of the District and at the port in which the vessel is located at the time of registry. Said District and ports at which applications may be filed are as follows:

| | |
|---|---|
| Saipan District. | Tanapag Harbor, Saipan. |
| Palau District. | Malakal Harbor, Koror. |
| Yap District. | Tomil Harbor, Yap. |
| Truk District. | Moen Anchorage, Moen. |
| Ponape District. | Ponape Harbor, Ponape. |
| Marshall Islands District. | Darrit Anchorage, Majuro. |

b. *Application to contain statement.*—The application to be made by the owner or person in control of such vessel shall contain the following statement:

(1) Name and address of the owner of such vessel;
(2) Home port of vessel;
(3) Purpose for which vessel is operating;
(4) Tonnage and general dimensions of vessel;
(5) Type and power of the engine and the kind of fuel used; if steam, the type of boiler;
(6) Capacity of vessel as to cargo and passengers; and
(7) Cruising radius of vessel.

c. *Registration number.*—Upon being satisfied that the statement set forth in the application is true, the District Administrator shall cause to be registered in a book to be kept for that purpose the vessel described in the application and shall give to the applicant a registration number and a certificate bearing the signature of said District Administrator setting forth the registration number assigned to the vessel together with a statement of pertinent facts as set forth in said application. Such registration number shall be displayed in a conspicuous place on both sides of the vessel.

d. *Reregistration.*—The reregistration of such vessel shall be required whenever there is a change of ownership or a change in the method of propelling such vessel, so as to indicate the change of the name of the owner or a change in the method of propelling the vessel. The reregistration may be under the original number.

e. *Time of registration.*—Such vessel shall be registered annually, computed from the date of original registration. All vessels covered by this Regulation shall be registered within six months of its effective date.

f. *Fees.*—The fee for the original registration shall be Ten Dollars ($10.00). The fee for the annual reregistration shall be Five Dollars ($5.00).

g. *Flag.*—All vessels registered and licensed in accordance with the provisions of this Regulation shall fly the official flag of the Trust Territory of the Pacific Islands.

Section 10. *Licensing of vessels.*—A board of Marine Inspectors, composed of one or more, but not to exceed three qualified persons, appointed by the High Commissioner, shall have general supervision over all vessels operating in the territorial waters of the Trust Territory of the Pacific Islands and registered pursuant to the provisions of this Regulation. The Board shall determine and publish the types and classes of vessels properly subject to examination and licensing and shall issue licenses for the operation of such vessels, make examinations of vessels applying for such license and keep a record of its doings and file and preserve copies of any documents issued by it.

a. *Inspection.*—The Board shall, once in every year and oftener as may be deemed necessary, carefully inspect the hull of each vessel licensed or to be licensed to operate in the territorial waters of the Trust Territory pursuant to the provisions of this Regulation and shall satisfy itself that every such vessel has the structure and suitable engine power and accommodations for passengers commensurate with the service in which she is employed, and in general is in condition to warrent belief that she may be used in navigation as a vessel with safety to life and cargo. If, in the opinion of the said Board, the vessel is found unsatisfactory in any particular the Board may in its discretion forbid her further operation until the fault is corrected and if not corrected within a reasonable time may revoke the license of such vessel. The foregoing provisions applicable to the examination of a vessel already licensed shall also be applicable to the examination of a vessel applying for its first license. The Board shall not issue a license to such vessel if her condition or her further operation or revoke her license were she already licensed. The license when issued shall specify the number of passengers and the quantity of freight, if any, to be carried.



b. The Board is authorized, with the approval of the High Commissioner, to delegate any of its duties herein set forth and to prescribe and publish all needful rules for the enforcement of this Regulation.

### *Executive Order No. 20, November 21, 1951*

*To the People of the Trust Territory of the Pacific Islands:*

The following is declared to be the law of the Trust Territory of the Pacific Islands effective immediately:

Section 1. *Scope of this Regulation.*—This Regulation authorizes District Administrators to perform marriage ceremonies, in addition to any marriage ceremonies authorized to be performed by recognized local custom in any part of the Trust Territory of the Pacific Islands. Nothing herein contained shall apply to any marriage performed in accordance with recognized local customs, nor shall this Regulation impose any restrictions or limitations upon the solemnizing of marriages in accordance with recognized local custom.

Section 2. *Authority to solemnize marriages.*—A District Administrator, upon representation by the parties concerned that they are free to marry, may solemnize a marriage between such parties by a ceremony, performed in the presence of two witnesses, which will include the following questions and answers:

Q. Do you _____ take this woman _____ to be your lawfully wedded wife?

A. I do.

Q. Do you _____ take this man _____ to be your lawfully wedded husband?

A. I do.

The parties to the marriage and the witnesses shall sign in duplicate a certificate in the following form:

I _____, District Administrator of _____ District of the Trust Territory of the Pacific Islands, certify that I have this day at _____ duly solemnized marriage between _____ of _____ and _____ of _____, pursuant to the laws and regulations of the Trust Territory of the Pacific Islands.

Dated this ____ day of _____ 19____.

_____
*District Administrator,*
_____ *District,*
*Trust Territory of the Pacific Islands.*

_____
_____
(Signature of parties)

_____
_____
(Signature of witnesses)

The District Administrator shall immediately after performing the marriage ceremony, deliver one certificate to the wife and file the other with the Clerk of the District Court.



### *Executive Order No. 21, December 20, 1951*

Pursuant to the authority vested in me as High Commissioner of the Trust Territory of the Pacific Islands, it is hereby ordered that effective this date Interim Regulation 8–51 be and the same is hereby amended by inserting the following provision as Chapter XIII, Section 61, of said Regulation:

Chapter XIII. Trust Territory Insular Constabulary

Section 61. *Organization of Constabulary.*—A police force to be known as the Trust Territory Insular Constabulary consisting of an armed, uniformed and trained group of men, divided into District detachments in sufficient numbers and ranks to efficiently maintain law and order within the Trust Territory of the Pacific Islands, is hereby authorized. The Trust Territory Insular Constabulary shall function under the direction of a Supervisor of Protective Services, who in turn shall perform his duties under the general supervision of the Attorney General.

a. *District Constabulary detachments.*—A detachment of the Insular Constabulary shall be organized in each District of the Trust Territory by voluntary recruitment. The District Constabulary shall function under the general administrative supervision of the District Administrator and under the immediate supervision of the District Attorney. Each District Constabulary Detachment shall consist of the following ranks:

(1) The District Sheriff and Deputy Sheriffs, appointed under the provisions of Sections 1 and 3, of this Interim Regulation.
(2) Sergeants.
(3) Corporals.
(4) Constables and
(5) Probationary Constables.

The strength of each detachment shall be determined by the High Commissioner upon recommendation of the District Administrator and the Chief of Protective Services.

b. *Duties and Responsibilities.*—The District Constabulary detachment shall perform the duties and responsibilities set forth in Section 2 and 3 of this Interim Regulation, including the following: provide for the local defense, maintain order, enforce all laws, conduct criminal investigations, conduct prosecutions in the Community and Justice Courts in the name of the Trust Territory of the Pacific Islands, act as bailiffs and other court attendants as necessary, serve legal processes issued by competent judicial authority, operate and administer all territorial penal institutions, and maintain and operate all fire protection equipment within the District. Whenever so directed by the District Administrator, the District Constabulary shall supervise, register and issue licenses for motor vehicle, firearms, explosives, animals, hunting and fishing; and conduct immigration, emigration, customs, passport, identification, export, import, and quarantine inspections. The Trust Territory Insular Constabulary shall be administered and operated under rules and regulations issued by the Attorney General, who, with the approval of the High Commissioner, shall have the power

to prosecute such rules and regulations as he may deem advisable concerning the administration of this Section. Such rules and regulations shall have the force and effect of law.

### *Executive Order No. 22, January 5, 1952*

Pursuant to the authority vested in me as High Commissioner of the Trust Territory of the Pacific Islands, it is ordered, effective this date, that:

1. Section 8, Article II, Interim Regulation 5–48, be and the same is hereby amended to read as follows:

Section 8. *Aggravated Assault.*—Whosoever shall unlawfully assault, strike, beat, or wound another with a dangerous weapon, with intent to kill, rape, rob, inflict grievous bodily harm, or to commit any other felony against the person of another, shall be guilty of aggravated assault, and upon conviction thereof, shall be imprisoned for a period of not more than ten years.

2. Section 2, Article VII, Interim Regulation 5–48 be and the same is hereby amended to read as follows:

Section 2. *Accessories.*—Whosoever shall unlawfully aid, assist, advise, or order the person or persons who commit a crime, before the crime is committed and who is not present when the crime is committed, shall be named an accessory before the fact. Whosoever, knowing a crime to have been committed shall unlawfully receive, comfort, harbor, aid, advise, or assist the person he knows committed the crime, shall be named an accessory after the fact. Whosoever shall be named accessory shall be equally guilty with the person who committed the crime, and shall receive the same punishment as if he were a principal; no distinction is made between principals in the first and second degrees.

### *Executive Order No. 23, revised, March 4, 1952*

Pursuant to the authority vested in me as High Commissioner of the Trust Territory of the Pacific Islands, it is hereby ordered that Executive Order No. 23, effective January 8, 1952, be and the same is hereby amended to read as follows:

1. Chapter 14 of Interim Regulation No. 4–48 be and the same is hereby stricken from said Regulation and the provisions thereof are declared null and void and of no further force and effect.

2. The following is declared to be the law of the Trust Territory and shall be known and cited as Chapter 14 of Interim Regulation No. 4–48:

Section 1. *Purpose.*—In order to protect the agricultural and general well-being of the people of the Trust Territory, these quarantines are promulgated as a means of preventing the introduction of, and further dissemination of, injurious insects, pests, and diseases into and within the Trust Territory.

Section 2. *Administration and Enforcement.*—The Chief Entomologist, under the supervision of the Director of Economic Affairs, shall have the authority to administer the provisions of this Chapter. The Agricultural Quarantine Inspectors, under the direction of the Chief Entomologist, shall enforce the provisions of this Chapter in accordance with the regulations and instructions issued from time to time by appropriate authority.

Section 3. *Emergency Measures.*—Upon the discovery of a situation not covered by the quarantines, or any other situation warranting immediate action, emergency quarantine measures, subject to the later approval of the High Commissioner, may be made at any time by those charged with the administration and enforcement of these quarantines. A report of such action shall be made as prescribed by the Chief Entomologist.

Section 4. *Inspection.*—All animals and plants or parts thereof, including seeds, fruits, vegetables, cuttings, etc., entering the Trust Territory or transported within the Trust Territory are subject to inspection by Agricultural Quarantine Inspectors and may be refused entry into or movement within the Trust Territory if they are known to be, or are suspected of being, infected or infested with diseases or pests. In addition, all aircraft and vessels entering the Trust Territory, or moving within the Trust Territory, or their cargoes including baggage, ship's stores and ballast, are subject to inspection by Agricultural Quarantine Inspectors for the purpose of enforcing these quarantines, except that such inspections of U. S. military aircraft and vessels shall be subject to existent military security regulations. It shall be unlawful for anyone to interfere with or to refuse to submit to the above mentioned inspections.

Section 5. *Manifests and Movements Information.*—Cargo manifests and other similar documents concerning aircraft and vessels traveling in the Trust Territory will be made available to the Agricultural Quarantine Inspectors upon request. Those authorities having information as to the movements of aircraft and vessels will furnish such information to Agricultural Quarantine Inspectors upon request. The provisions of this Section are subject to military security regulations.

Section 6. *In-Transit Material.*—Any animals, plants, or other quarantinable material in transit through the Trust Territory on aircraft or vessels, will be kept aboard such aircraft or vessels while in port or on any island of the Trust Territory, unless such material is otherwise enterable. If it is necessary to transfer such quarantinable material from one vessel or aircraft to another, such transfer will be made under the direction of an Agricultural Quarantine Inspector, and with such safeguards as he deems necessary.

Section 7. *Contraband Material.*—Anything attempted to be entered into or transported within the Trust Territory in contravention to this Regulation will be seized by an Agricultural Quarantine Inspector and destroyed by fire or other appropriate means, or returned to its place of origin or out of the Trust Territory at the shipper's expense depending on the pest risk involved.

Section 8. *Disinsectization.*—Vessels and aircraft traveling into or within the Trust Territory and known to be, or suspected of, harboring insects or other agricultural pests will be subject to spraying with insecticides or such other treatment as may be deemed necessary by an Agricultural Quarantine Inspector. The spraying of aircraft with insecticides and the fumigation of ships is also subject to Public Health Regulations.



Section 9. *Regulations.*—Instructions and other information relating to the administration, enforcement, and interpretation of quarantines will be promulgated from time to time as needed in the form of Plant and Animal Quarantine (PAQ) Regulations. The PAQ Regulations will be construed as a part of this Interim Regulation, and as such will have the force and effect of law. Plant and Animal Quarantine Regulations will be issued by the Chief Entomologist with the prior approval of the High Commissioner.

Section 10. *Penalties.*—Any person violating any of the provisions of this Interim Regulation or any properly issued Plant and Animal Quarantine Regulation shall be guilty of a misdemeanor and upon conviction shall be imprisoned for a period of not exceeding one (1) year, or fined not more than five hundred dollars ($500), or both.

Section 11. *Quarantines:*

*Quarantine No. 1—Insects and Snails.*—It is prohibited to import into or transport within the Trust Territory any living insect (except domestic bees), snail, or other lower forms of animal life except as may be authorized in writing by the Chief Entomologist for scientific experiments or biological control. Domesticated bees (*Apis mellifera*) are enterable into and transportable within the Trust Territory only if a Plant and Animal Quarantine Permit has been issued in accordance with Plant and Animal Quarantine Regulations.

*Quarantine No. 2—Domestic Animals.*—Livestock, poultry, and other domesticated animals are permitted entry into the Trust Territory and movement from one District of the Trust Territory into another providing a Plant and Animal Quarantine Permit has been issued in accordance with Plant and Animal Quarantine Regulations. Dogs, cats, rodents, monkeys, and certain birds, including parrots, may also be subject to Public Health Regulations.

*Quarantine No. 3—Other Animals.*—It is prohibited to import into or transport within the Trust Territory all other animals including birds, reptiles, and amphibians except as may be authorized in writing by the Chief Entomologist for scientific, economic, or aesthetic purposes.

*Quarantine No. 4—Fruits and Vegetables.*—It is prohibited to import into or transport within the Trust Territory any fruits and vegetables except as is further provided by this quarantine and the Plant and Animal Quarantine Regulations. Fruits and vegetables which have been canned, frozen, preserved, or otherwise processed in such a manner as to preclude a pest or disease risk are not subject to the provisions of this quarantine. Fruits and vegetables originating in the continental United States are enterable into the Trust Territory and allowed free movement within the Trust Territory providing no pest risk is evident or suspected.

*Quarantine No. 5—Propagative Material.*—Living plants including cuttings, scions, clones, tubers, seeds, bulbs or any other portion of a plant intended for propagation shall be permitted entry into the Trust Territory or movement from one District of the Trust Territory into another providing a Plant and Animal Quarantine Permit has been issued and except as is further indicated in the Plant and Animal Quarantine Regulations. Field, vegetable and flower seeds are not subject to the provisions of this quarantine.

*Quarantine No. 6—Coconut Pests.*—It is prohibited to import into or transport within the Trust Territory any unhusked coconuts or any other part of the coconut tree including coconut logs and stumps, except as is further provided herein and in the Plant and Animal Quarantine Regulations. Copra will not be subject to any restriction of movement.

*Quarantine No. 7—Soil.*—It is prohibited to import into or transport within the Trust Territory all forms of soil including compost and soil around the roots of plants, except that clean ocean or quarry sand, and sterilized soil are exempt from the provisions of this quarantine. Sterilized soil must be certified as such by competent authority.

*Quarantine No. 8—Packing Material.*—It is prohibited to import into or transport within the Trust Territory any forest litter, sugar cane stalks, grasses, cotton with cotton seeds, or any other unprocessed plants or parts thereof as packing material except that coconut frond baskets and banana leaves may be used and transported within the limits of the District of their origin.

Section 12. *Definition.*—The term "to transport within the Trust Territory" as used in the Quarantines shall be construed to mean movement from one island or compact island group to another. Thus, no restriction of movement on any single island is intended nor is restriction of movement intended between the different islands of one atoll or group of closely located islands such as the islands of the Palau group or the islands within or around the Truk lagoon.

### *Plant and Animal Quarantine Regulation No. 1*

#### Agricultural Quarantine Inspectors

1. Each District Administrator within his jurisdiction shall nominate, and the High Commissioner will appoint, an Agricultural Quarantine Inspector for each of the areas of responsibility listed below and defined in paragraph 6 of this Regulation.

| | | |
|---|---|---|
| Majuro. | Tinian. | Yap. |
| Ebeye. | Truk. | Ponape. |
| Saipan. | Palau. | Kusaie. |

2. Other members of the Government of the Trust Territory who shall serve as Agricultural Quarantine Inspectors are:

Chief Entomologist.
Assistant Entomologist.
Staff Agriculturists.
Conservationist.
Director, Ponape Experiment Station.

3. When and if collaboration agreements are drawn up between Government of the Trust Terri-

tory and other Governments and federal agencies, one or more Agricultural Quarantine Inspectors will be appointed by the Chief Entomologist or the High Commissioner to serve in each of the localities listed below:

Kwajalein (2). Guam (3). Angaur.
Ulithi. Honolulu (30).

4. Agricultural Quarantine Inspectors shall have the authority and responsibility for enforcing the Plant and Animal Quarantines.

5. Duties of Agricultural Quarantine Inspectors.

a. *General Duties.*—Agricultural Quarantine Inspectors shall board and inspect all aircraft and vessels landing or docking within their "area of responsibility" (see paragraph 6) in order to properly enforce the Plant and Animal Quarantines. Baggage and cargo unloaded from such aircraft and vessels will be inspected and opened if suspected of containing quarantinable materials. In-transit material, such as ship's stores, cargoes, and baggage of a quarantinable nature will be sealed or otherwise safeguarded at the inspector's discretion, depending on the pest risk involved.

b. *Special Duties.*—Certain special duties may be required of all or any one of the inspectors, and will be indicated in this or later PAQ Regulations or in official letters.

6. Tabulation of Inspectors, Areas of Responsibility and Duties:

| Locality and/or title of inspector | Areas of responsibility | Duties |
|---|---|---|
| Saipan | All the Mariana Islands except Tinian and Guam. | General. |
| Majuro | All the Marshall Islands except Kwajalein Atoll. | Do. |
| Palau | All of the islands of Palau District except Angaur. | Do. |
| Truk | All of the islands of Truk District. | Do. |
| Ponape | All of the islands of Ponape District except Kusaie. | Do. |
| Ebeye | Kwajalein Atoll except Kwajalein Island. | Do. |
| Tinian | Tinian Island | Do. |
| Yap | All of the islands of Yap District. | Do. |
| Kusaie | Kusaie Islands | Do. |
| Director, Agricultural Station, Ponape. | Ponape Agricultural Station. | Inspection and treatment of plants entering or leaving the Ponape Agricultural Station. |
| Chief entomologist, assistant entomologist, staff agriculturists, conservationist. | Entire trust territory. No particular area of responsibility. | Will act as advisors to other agricultural quarantine inspectors and will enforce the quarantines in any area of the trust territory whenever the need arises. |

When collaboration agreements have been reached between the Trust Territory and the authorities of the areas listed below, then such duties and areas of responsibility as are listed herein will apply:

| Locality and/or title of inspector | Area of responsibility | Duties |
|---|---|---|
| NOB, Kwajalein Island | NOB, Kwajalein Island. | General. |
| NAS, Kwajalein Island | NAS, Kwajalein Island. | Do. |
| USCG, Ulithi Atoll | Ulithi Atoll | Do. |
| Entomologist, Guam | Trust territory | Predeparture inspection and treatment of quarantinable materials entering the trust territory from or through Guam. |
| Plant quarantine officer, U. S. Department of Agriculture, Guam. | do | Do. |
| Veterinarian, Guam | do | Predeparture inspection and certification of domestic animals entering trust territory from or through Guam. |
| Plant quarantine officers, U. S. Department of Agriculture, Honolulu. | do | Predeparture inspection and treatment of quarantinable materials entering trust territory from or through Honolulu. |
| Veterinarian, Board of Agriculture and Forestry, Honolulu. | do | Predeparture inspection and certification of domestic animals entering trust territory from or through Honolulu. |
| SCAP, liaison officer, Angaur. | Angaur | General. |

7. Agricultural Quarantine Inspectors shall have the power and authority to delegate their duties to other persons of responsibility during any period of time they are unable to fulfil such duties as Agricultural Quarantine Inspectors. However, such delegation of authority does not relieve the Agricultural Quarantine Inspector of his responsibility to see that the quarantines are enforced.

### *Plant and Animal Quarantine Regulation No. 2*

#### Plant and Animal Quarantine Permits

1. This Regulation is applicable to Quarantine Nos. 1, 2, and 5.

2. Plant and Animal Quarantine Permits shall be issued only by the Chief Entomologist, Assistant Entomologist, and the U. S. Department of Agriculture, Plant Quarantine Officers, Honolulu and Guam.

3. Applications for Plant and Animal Quarantine permits can be secured from any Agricultural Quarantine Inspector.

4. Plant and Animal Quarantine Permits shall be issued only for those plants and animals which offer no pest or disease risk to the Trust Territory in the judgment of the person who issues the permit. Conditions under which the plants or animals will be allowed entry under permit will be specified on the permit and must be complied with, otherwise the permit becomes invalid.

5. In general, permits will be issued only for each separate importation; however, in special cases approved by the Chief Entomologist continuing permits for a stated period may be issued.



### *Plant and Animal Quarantine Regulation No. 3*

#### Enterable Fruits and Vegetables

1. This Regulation is applicable to Quarantine No. 4.

2. Fruits and Vegetables enterable into the Trust Territory from areas outside the Trust Territory (except U. S.).

| Locality: | *Enterable fruits and vegetables* |
|---|---|
| Guam | Taro, shelled corn, yam, daikon, sweetpotato, coconut, cassava, *Allium sp.* (onions and related vegetables) ginger root, radish. |
| Japan | *Allium sp.* (onions and related vegetables), arrowroot, taro, ginger root, turnip, water chestnut, lily bulb, asparagus, yam, horseradish, water lily root, radish. |
| Bonin Islands | Same as Japan. |
| Volcano Islands | Do. |

3. Fruits and vegetables from other parts of the world and additional fruits and vegetables from the countries listed in this Regulation will be allowed entry into the Trust Territory providing written permission is given for each importation by the Chief Entomologist. Written permission will be given by the Chief Entomologist when he has determined that no pest risk is involved. Such fruits and vegetables and their localities of origin will then be added to this Regulation and will henceforth be enterable without restriction except that they will be subject to inspection and may be rejected entry if known to be, or suspected of, harboring pests or diseases.

4. Fruits and vegetables produced within the Trust Territory will be allowed free movement throughout the Trust Territory with the following exceptions:

(a) *Mariana Islands Fruits and Vegetables.*—All fruits, squashes, melons, pumpkins, tomatoes, string beans, and cowpeas are prohibited movement from the Mariana Islands into any other part of the Trust Territory.

(b) *Palau and Yap Citrus Fruits.*—All citrus fruits, including oranges, limes, and grapefruit, are prohibited movement from Palau and Yap into any other part of the Trust Territory.

(c) *Unhusked Coconuts.*—Unhusked coconuts are prohibited movement from any part of the Trust Territory (except Kusaie) into the Marshall Islands.

### *Plant and Animal Quarantine Regulation No. 4*

#### Propagative Material

1. It is prohibited to import into or transport within the Trust Territory the following plants or any part thereof, capable of propagation:

a. Lantana (*Lantana camara*).

b. Cacao (except that cacao plants or parts thereof, capable of propagation may be moved within one District of the Trust Territory).

c. Citrus (any member of the subfamily Rutelinae).

2. It is prohibited to transport coffee berries (*Coffea*) from Ponape into any other part of the Trust Territory.

### *Executive Order No. 24, January 25, 1952*

Pursuant to the authority vested in me as High Commissioner of the Trust Territory of the Pacific Islands, it is hereby ordered that effective this date Section 1 of Interim Regulation 6–51 be and the same is hereby amended to read as follows:

Section 1. *Purpose.*—The purpose of this regulation is to provide the District Administrators with adequate authority to protect the public health, safety, morals, and general welfare of the inhabitants of the Trust Territory of the Pacific Islands, by authorizing the removal from the municipalities, islands, and districts of the Trust Territory of those individuals who are visiting or otherwise residing there on a temporary basis and who do not have adequate means for their own support, or are engaging in activities which are prejudicial to the health, welfare or morals of the community, or whose presence is considered undesirable for any reason.

It is further ordered that Section 2 of Interim Regulation 6–51 be and the same is hereby amended to read as follows:

Section 2. *Order restricting residence; authority to issue.*—Each District Administrator is hereby authorized and empowered to order any person who is not a permanent resident of a municipality, an island, or a district, and whose presence there is prejudicial to the public health, safety or morals of the municipality, island, or district, or whose presence is considered undesirable, to leave the municipality, island, or district of the Trust Territory and not return for a stated period not to exceed one year.

except upon prior written permission of the District Administrator.

It is further ordered that Section 3 of Interim Regulation 6–51, be and the same is hereby amended to read as follows:

Section 3. *Offenses; penalties.*—Any person who is ordered by the District Administrator to leave a municipality, an island, or a district, and who fails to do so within a reasonable time after the issuance of such order, or who being subject to such an order violates the provisions thereof, shall be guilty of a misdemeanor and, upon conviction, may be confined for a period of not more than six months or fined not more than One Hundred Dollars ($100.00). Trials for this offense shall be heard by the Justice Court of the District in which the order is issued.

It is further ordered that Section 4 of Interim Regulation 6–51, be and the same is hereby repealed; and that the following provision shall be and the same is hereby inserted as Section 4 of said Regulation:

Section 4. *Appeal.*—Any person so ordered by the District Administrator to leave a municipality, an island, or a district, shall have the right to appeal said order by filing his appeal in the Justice Court of the District in which said order is issued within thirty (30) days from the date of the order. Appeal from the decision of the Justice Court may be taken pursuant to the provisions of Article XI of Interim Regulation 1–49.

***Executive Order No. 26, February 14, 1952***

Pursuant to the authority vested in me as High Commissioner of the Trust Territory of the Pacific Islands, the following is declared to be the law of the Trust Territory effective immediately:

Article I. Judicial Power

Section 1. *Courts.*—The judicial power of the Trust Territory of the Pacific Islands shall be vested in a High Court for the Territory, a District Court for each administration district, and a Community Court for each municipality, or for individual communities therein if the District Administrator of the district in which the municipality is situated so determines.

Section 2. *Territorial jurisdiction.*—The jurisdiction of the High Court shall extend to the whole of the Trust Territory of the Pacific Islands. The jurisdiction of a District Court shall extend to the whole of the administration district for which it is constituted, or any part thereof. The jurisdiction of a Community Court shall extend to the whole of the municipality or community for which it is constituted, or any part thereof.

Section 3. *Jurisdiction over persons and offenses.*—A court may exercise personal jurisdiction in civil cases only over persons residing or found in the Trust Territory and who have been duly summoned or persons who voluntarily appear. Criminal cases shall be prosecuted and tried only in a court having territorial jurisdiction over the place where the crime was committed, except as provided in Interim Regulation 2–50.

Article II. High Court

Section 21. *Justices; appointments.*—There shall be a Chief Justice of the Trust Territory and one Associate Justice. The Secretary of the Interior will appoint these officers. The Chief Justice shall preside at any session of the High Court which he attends. Whenever the Chief Justice is unable to perform the duties of his office or the office is vacant, his powers and duties shall devolve upon the Associate Justice until such disability is removed or another Chief Justice is appointed and takes office.

Section 22. *Divisions.*—The High Court shall consist of a Trial Division and an Appellate Division. The Trial Division shall consist of the Chief Justice and the Associate Justice, except that sessions of the Trial Division may be held by either judge alone. The Appellate Division shall consist of three judges assigned by the Chief Justice from the panel of temporary judges designated by the Secretary of the Interior pursuant to Section 23, two of whom shall constitute a quorum, provided that either the Chief Justice or the Associate Justice may also sit as a member of the three-judge Appellate Division, in a case which he has not heard as a judge of the Trial Division. The concurrence of two judges shall be necessary to a determination of any appeal by the Appellate Division of the High Court, but a single judge may make all necessary orders concerning any appeal prior to the hearing and determination thereof.

Section 23. *Temporary judges.*—The Secretary of the Interior shall from time to time designate at least three temporary judges, learned in the law, who shall be qualified to sit in the Appellate Division of the High Court during such period of time as the Secretary may designate.

Section 24. *Original jurisdiction.*—The Trial Division of the High Court shall have original jurisdiction to try all cases, civil and criminal, including probate, admiralty and maritime matters and the adjudication of title to land or any interest therein.



Section 25. *Appellate jurisdiction and review.*—The Appellate Division of the High Court shall have jurisdiction to review on appeal the decisions of the Trial Division of the High Court;

(a) in all cases tried originally in the High Court;

(b) in all cases decided by the High Court on appeal from a District Court involving the laws of the United States or the Bill of Rights of the Trust Territory; and

(c) in all cases decided by the High Court on review of a District or Community Court decision under Section 82, in which the High Court has reversed or modified the decision so as to affect the substantial rights of the appellant.

The Trial Division of the High Court shall have jurisdiction to review on appeal the decisions of the District Courts in all cases and shall also have jurisdiction to review on the record as provided by Section 82 final decisions of the District Courts and the Community Courts in which no appeal is taken.

Section 26. *Special judges for murder cases.*—The High Commissioner shall from time to time appoint for definite specified terms two or more special judges of the High Court for each administration district to sit in the Trial Division of the Court in the trial of murder cases. When a murder case is assigned for trial the judge of the High Court assigned to preside at the trial shall assign two of the special judges appointed for the district in which the trial is to take place to sit with him in the trial thereof. The special judges shall participate with the presiding judge in deciding, by majority vote, all questions of fact and the finding and sentence but the presiding judge alone shall decide all questions of law involved in the trial and determination of the case.

Section 27. *Assessors.*—A judge presiding in the Trial Division of the High Court may select one or more assessors to sit with him at the trial of any case to advise him in regard to the local law and custom which may be involved but not to participate in the determination of the case.

Section 28. *Sessions.*—Sessions of the Appellate Division of the High Court shall be held at Truk and at such other places and at such times as the Chief Justice may determine by rule or order from time to time. Sessions of the Trial Division shall be held, if practicable, four times in each year in each administration district pursuant to rules or orders promulgated by the Chief Justice from time to time.

Section 29. *Court of record; seal.*—The High Court shall be a court of record and shall have a seal, which shall be kept in the custody of the Clerk of Courts at Truk and a duplicate original of which shall be kept in the custody of the Clerk of Courts for each other district.

Article III. District Courts

Section 31. *Judges; appointment; tenure; salary.*—The District Court for each administration district shall consist of a presiding judge and may include one or more associate judges, all of whom shall be appointed by the High Commissioner for definite specified terms, subject to removal by the Trial Division of the High Court for cause after hearing. When the presiding judge of a District Court is not otherwise an officer or employee of the government of the Trust Territory he shall receive a salary to be fixed by the High Commissioner, which salary shall not be diminished during his term of office. The High Commissioner may appoint a special judge of the High Court appointed for a district pursuant to Section 26 to serve also as presiding or associate judge of the District Court for the district.

Section 32. *Assignment of associate judges.*—If associate judges have been appointed for a District Court one or more of them shall be assigned by the presiding judge of the District Court from time to time to sit in the court for the hearing and determination of particular cases or proceedings pursuant to the rules of procedure prescribed for the court by the Chief Justice of the Trust Territory.

Section 33. *Jurisdiction.*—Each District Court shall have original jurisdiction, concurrently with the Trial Division of the High Court, in all civil cases where the amount claimed or value of the property involved does not exceed $1,000 except admiralty and maritime matters and the adjudication of title to land or any interest therein (other than the right to immediate possession), and in all criminal cases involving offenses against the laws of the Trust Territory including generally recognized local customs where the maximum punishment which may be imposed does not exceed a fine of $1,000 or imprisonment for one year or both. Each District Court shall have jurisdiction

to review on appeal the decisions of the Community Courts of the district in all cases, civil and criminal.

Section 34. *Sessions.*—Each District Court shall hold its sessions from time to time at the headquarters of the district or elsewhere therein as its business and the public interests may require and as the rules of procedure prescribed for it by the Chief Justice of the Trust Territory may direct.

Section 35. *Record to be filed with clerk of courts.*—The presiding judge of the District Court shall promptly make, or cause to be made, and file with the Clerk of Courts for the district a record of each case heard and decided by the court.

### Article IV. Community Courts

Section 41. *Judges; appointment; tenure.*—The Community Court for each municipality or community therein shall consist of a presiding judge and may include one or more associate judges, all of whom shall be appointed by the District Administrator of the district in which the municipality is located, upon nominations made as provided in Section 42, for definite terms specified by him, subject to removal by the Trial Division of the High Court for cause after hearing. The Trial Division of the High Court may suspend a judge of a Community Court for cause.

Section 42. *Nomination of judges.*—The presiding judge and associate judge or judges of a Community Court shall be nominated by popular vote or otherwise as the District Administrator of the district in which the municipality or community concerned is located deems most in accord with the wishes of the people of the municipality or community and consistent with the proper administration of justice. If nominations are to be made by popular vote, the offices of judge shall be voted for separately and not as incidental to any other office. The District Administrator shall give due consideration to all nominations made for the office of judge of a Community Court. He shall not be bound to appoint a person nominated if he is not satisfied that the nominee is properly qualified for the appointment, but he may in that case appoint a qualified person without further nomination. Wherever the District Administrator deems it practicable in view of the wishes of the people of the municipality or community and of the number of qualified persons available he shall appoint as judges of the Community Court only persons who hold no office in the executive branch of the government of the municipality or the Trust Territory.

Section 43. *Assignment of judges.*—If associate judges have been appointed for a Community Court they may individually hold separate sessions of the court when assigned to do so by the presiding judge or two or more of them may sit together in sessions of the court when so assigned by the presiding judge. When two or more judges sit together in a Community Court the presiding judge, or, in his absence, the oldest judge present shall preside and the decision of the court shall be determined by majority vote of the judges present.

Section 44. *Assignment of other judges.*—Any judge of a Community Court may be invited by the presiding judge of another Community Court to sit in that court either for the hearing and determination of a particular case or cases or for a specified period of time and, if willing and able to accept, the judge so invited shall have all the powers of an associate judge of that Community Court for the hearing and determination of the cases or during the period specified.

Section 45. *Jurisdiction.*—Each Community Court shall have original jurisdiction, concurrently with the Trial Division of the High Court and the District Court, in all civil cases where the amount claimed or value of the property involved does not exceed $100 except admiralty and maritime matters and the adjudication of title to land or any interest therein (other than the right to immediate possession), and in all criminal cases involving offenses against the laws of the Trust Territory including generally recognized local customs where the maximum punishment which may be imposed does not exceed a fine of $100 or imprisonment for six months, or both.

Section 46. *Record to be filed with clerk of courts.*—As promptly as possible after the final decision of a case in a Community Court the presiding judge shall make, or cause to be made, and send a record of the case, in the form prescribed by the rules of procedure adopted by the Chief Justice of the Trust Territory, to the Clerk of Courts for the district in which the court was held.

### Article V. Concurrent Jurisdiction

Section 51. *High court.*—Although the Trial Division of the High Court has original jurisdiction concurrently with the District and Community Courts in all cases within the original jurisdiction of the latter courts it need not exercise that jurisdiction in any case which it determines can be promptly and properly tried in the District or Community Court having jurisdiction but may transfer the case to that court for trial and determination.

Section 52. *District court.*—The District Court shall exercise its original jurisdiction in all cases in which it has concurrent jurisdiction with a Community Court and which can be heard by it with convenience to the parties and witnesses and without undue delay.

Section 53. *Transfer of cases.*—Any case brought in the Trial Division of the High Court or a District Court may be transferred by the court in which it has been brought to any other court which has jurisdiction to try it. Any case brought in a Community Court may be transferred by the court in which it has been brought to the Trial Division of the High Court or the District Court having jurisdiction with the consent of the court to which it is transferred. Any case brought in a District Court or Community Court may be transferred to the Trial Division of the High Court by order of the Trial Division of the High Court. Upon receiving a certified copy of an order of the Trial Division of the High Court making such a transfer the District or Community Court shall take no further action on the merits of the case, but may make orders of a temporary nature which justice may require and which are not inconsistent with the orders of the Trial Division of the High Court.

### Article VI. Punishments

Section 61. *Previous convictions.*—Before imposing sentence upon any person found guilty of a criminal offense, evidence of good or bad character, including any prior criminal record of the defendant, may be received and considered by the Court.

Section 62. *Fines.*—Where an offense is made punishable by fine the court imposing the fine may give such directions as appear to be just with respect to the payment of the fine and in default of payment of the fine or any part thereof may order the defendant to be imprisoned for such period of time as the court may direct. However, no defendant shall be imprisoned for a longer period of time than that fixed by law for such offense.



Section 63. *Orders as to residence.*—The High Court may, in lieu of or in addition to other lawful punishment, direct that a person found guilty of a criminal offense by it shall establish his place of residence within a specified area and maintain it there for a period of time not exceeding the maximum period of imprisonment which may be imposed for the offense.

Section 64. *Restitution, compensation, or forfeiture.*—If a defendant is convicted of wrongful or unlawful sale, purchase, use or possession of any article, or of a wilful wrong causing damage to another, the Court may, in lieu of or in addition to other lawful punishment, order restitution or compensation to the owner or person damaged or the forfeiture of the article to the Trust Territory or a municipality thereof.

Section 65. *Padlocking.*—If a defendant is convicted of an offense involving the sale of a harmful article or the operation of an unlawful business, the court may, in lieu of or in addition to other lawful punishment, order that the place of sale or business be vacated or closed for a specified time.

Section 66. *Suspension of sentence.*—The court which imposes a sentence upon a person convicted of a criminal offense may direct that the execution of the whole or any part of a sentence of imprisonment imposed by it shall be suspended on such terms as to good behavior and on such conditions as the court may think proper to impose. A subsequent conviction by a court for any offense shall have the effect of revoking the suspension of the execution of the previous sentence unless the court otherwise directs.

### Article VII. Administration, Rules, and Procedure

Section 70. *Supervision; rules.*—The Chief Justice of the Trust Territory shall have administrative supervision over all the courts of the Trust Territory and their officers, and he may make rules not inconsistent with law, regulating the pleading, practice and procedure, in the several courts of the Trust Territory and the conduct of the business thereof.

Section 71. *General powers of courts.*—Each court of the Trust Territory shall have power to issue all writs and other process, make rules and orders and do all acts, not inconsistent with law and with the rules made by the Chief Justice of

the Trust Territory, as may be requisite for the due administration of justice, and, without limiting the generality of the foregoing powers, may grant bail, accept and forfeit security therefor, make orders for the attendance of witnesses with or without documents, make orders for the disposal of exhibits and punish contempt of court. The High Court may admit qualified persons as attorneys at law to practice in all the courts of the Trust Territory and may, for cause, discipline or disbar them.

Section 72. *Acts outside territorial jurisdiction.*—Any action taken by a court or judge thereof outside the Trust Territory or the territorial jurisdiction of the court shall be valid and effective within the Trust Territory to the same extent as if taken within the Trust Territory and within the territorial jurisdiction of the court.

Section 73. *Disqualification of judges.*—No judge shall hear or determine or join in hearing and determining an appeal from the decision of a case or issue decided by him. No judge shall sit in any case in which he has a substantial interest, has been of counsel, is or has been a material witness, or is so related to or connected with any party or his attorney as to render it improper, in his opinion, for him to participate in the hearing and determination of the case.

Section 74. *Clerks of courts and other officers.*—The Chief Justice of the Trust Territory shall appoint a Clerk of Courts for each administration district who shall act as Clerk of the High Court when held in the district and of the District Court for the district. The Chief Justice may also appoint such other officers and employees of the courts as he deems necessary, and may remove any clerk or other officer or employee.

Section 75. *Utilization of native inhabitants.*—Native inhabitants of the Trust Territory shall be employed as judges, officers and employees of the courts to the maximum extent consistent with proper administration.

Section 76. *Compensation of officers and employees.*—The rates of compensation of special judges of the Trial Division of the High Court, associate judges of the District Courts, presiding and associate judges of the Community Courts, assessors, clerks of courts and other officers and employees of the courts shall be fixed by the Chief Justice of the Trust Territory, with the approval of the High Commissioner, and shall be paid out of funds appropriated or allotted to the Judiciary of the Trust Territory.

Section 77. *Power to administer oaths.*—Each judge and clerk of courts shall have authority to administer oaths and affirmations and take acknowledgments of deeds, mortgages and other instruments, and exercise all other powers of a Notary Public.

Section 78. *Sessions to be public.*—The proceedings of every court shall be public, except when otherwise ordered by the court for good cause.

Section 79. *Rights of defendants.*—Every defendant in a criminal case before a court of the Trust Territory shall be entitled:

(a) To have in advance of trial a copy of the charge upon which he is to be tried;

(b) To consult counsel before the trial and to have an attorney at law or other representative of his own choosing defend him at the trial;

(c) To apply to the court for further time to prepare his defense, which the court shall grant if it is satisfied that the defendant will otherwise be substantially prejudiced in his defense;

(d) To bring with him to the trial such material witnesses as he may desire or to have them summoned by the court at his request;

(e) To give evidence on his own behalf at his own request at the trial, although he may not be compelled to do so; and

(f) To have the proceedings interpreted for his benefit when he is unable to understand them otherwise.

## Article VIII. Appeal and Review

Section 81. Appeals.—Any appeal authorized by law may be taken by filing a notice of appeal with the presiding judge of the court from which the appeal is taken, or with the Clerk of Courts for the district in which the court was held, within thirty days after the imposition of sentence or entry of the judgment, order, or decree appealed from, or within such longer time as may be prescribed by rules of procedure adopted by the Chief Justice of the Trust Territory under Section 70. As promptly as possible after a notice of appeal from a Community Court is filed with the presiding judge thereof, he shall send the notice of appeal (with the record of the case if it has not already been forwarded) to the Clerk of Courts for the district in which the court was held. Promptly after a notice of appeal is filed in his office the Clerk of Courts shall give notice of it to the presiding judge of the court appealed to.

Section 82. *Review.*—The Trial Division of the High Court shall review on the record every final decision of the District Courts and the Community Courts in which no appeal has been taken.

Section 83. *Powers on appeal or review.*—The High Court on appeal or review and the District Court on appeal shall have power to affirm, modify, set aside, or reverse the judgment or order appealed from or reviewed and to remand the case with such directions for a new trial or for the entry of judgment as may be just. The findings of fact of the Trial Division of the High Court in cases tried by it shall not be set aside by the Appellate Division of that court unless clearly erroneous, but in all other cases the appellate or reviewing court may review the facts as well as the law. In a criminal case the appellate or reviewing court may set aside the judgment of conviction and, if the defendant has appealed, or requested a new trial, order a new trial, or may commute, reduce (but not increase) or suspend the execution of, the sentence.

Section 84. *Stay of execution.*—Pending review or the hearing and determination of an appeal, execution of the judgment, order or sentence of a court, except a sentence of death, will not be stayed unless either the appellate or reviewing court or the trial court orders a stay for cause shown and upon such terms as it may fix. No sentence of death shall be executed unles and until confirmed by the Secretary of the Interior.

Section 85. *Decisions of appellate division of high court final until action by Congress.*—Unless and until the Congress of the United States provides for an appeal to a court created by Act of Congress, the decisions of the Appellate Division of the High Court shall be final. When and if the Congress of the United States provides for an appeal from any decisions of the courts of the Trust Territory to a court created by Act of Congress, any right of appeal herein granted from such decisions to the Appellate Division of the High Court shall cease.

## Article IX. General Provisions

Section 91. *Present appointments continued.*—The Secretary of the Interior has appointed the present Chief Justice and Associate Justice of the Trust Territory, respectively, to the positions of Chief Justice and Associate Justice established by this regulation. The present Justice Courts and Community Courts are respectively constituted District Courts and Community Courts under this regulation. The judges, officers, and employees of the present Justice Courts are appointed to similar positions on or with the respective District Courts, to serve until their successors are appointed and take office. The judges, officers, and employees of the present Community Courts are appointed to similar positions on or with the respective Community Courts constituted by this section, to serve until their successors are appointed and take office. The present Clerks of Courts are appointed to similar positions under this regulation, to serve until their successors are appointed and take office.

Section 92. *Laws and regulations amended.*—All laws and regulations of the Trust Territory in which appear the words "Associate Justice", "Court of Appeals", "District Court" or "Justice Court" are amended by striking out these phrases and inserting in lieu thereof the words "Judge", "Appellate Division of the High Court", "Trial Division of the High Court" or "District Court", respectively.

Section 93. *Laws and regulations repealed.*—Chapter 11 of Interim Regulation No. 4-48, Interim Regulation No. 1-49, as amended by Executive Order No. 15, Section 2 of Proclamation No. 2, as contained in Executive Order No. 8, and all other laws and regulations inconsistent herewith are repealed.

# Documentary Supplement No. IV

***International Agreements in Force Between the United States and Other Countries, Concluded Since Administration of the Territory of the Pacific Islands was Entrusted to the United States, Which have Application to the Trust Territory***

BILATERAL

*Cuba:* Agreement relating to third party communication by amateur radio stations. Exchange of notes at Habana September 17, 1951 and February 27, 1952.

*Ecuador:* Agreement relating to third party communication by amateur radio stations. Exchange of notes at Quito March 16 and 17, 1950.

*Liberia:* Agreement relating to third party communication by amateur radio stations. Exchange of notes at Monrovia November 9, 1950, and January 8, 9, and 10, 1951.

*Philippines:* Mutual defense treaty. Signed at Washington August 30, 1951.

*Union of South Africa:* Treaty of extradition. Signed at Washington December 18, 1947.

*United Kingdom:* Consular convention. Signed at Washington June 6, 1951.

MULTILATERAL

International telecommunication convention, final protocol, and radio regulations. Signed at Atlantic City October 2, 1947.

Protocol of provisional application of the General Agreement on Tariffs and Trade. Concluded at Geneva October 30, 1947.



Protocol bringing under international control drugs outside the scope of the convention of July 13, 1931, for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the protocol signed at Lake Success on December 11, 1946. Opened for signature at Paris November 19, 1948.

Agreement for the establishment of the Indo-Pacific Fisheries Council. Signed at Baguio February 26, 1948.

Telegraph regulations (Paris revision, 1949) annexed to the international telecommunication convention (Atlantic City, 1947), and final protocol. Signed at Paris August 5, 1949.

Convention on road traffic. Opened for signature at Geneva September 19, 1949.

Security treaty between Australia, New Zealand, and the United States of America. Signed at San Francisco September 1, 1951.

Treaty of peace with Japan. Signed at San Francisco September 8, 1951.

Agreement extending the territorial scope of the South Pacific Commission to Guam and the Trust Territory of the Pacific Islands. Signed at Noumea November 7, 1951.

Agreement for the preparation and adoption of the new international frequency list for the various services in the bands between 14 kc/s and 27,500 kc/s with a view to bringing into force the Atlantic City table of frequency allocations. Signed at Geneva December 3, 1951.

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